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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F. Y. 1972

MARCH 3, 1849

BUREAU OF LAND MANAGEMENT

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BUREAU OF LAND MANAGEMENT

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Justification for Appropriations, Fiscal Year 1972

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Highlight Statement

Our public lands and their resources are deserving of our national pride. They have served use well from the earliest days of westward expansion to the present. The Public Domain entrusted to the Bureau of Land Management is still the largest single estate in the Nation providing a base for future land needs and a source of natural resources necessary to meet our growing demands. These 452 million acres of public lands represent 60 per cent of all Federally-owned lands--20 per cent of America's total land base. This 20 per cent directly influences the welfare of all Americans and provides them with open space, forage, water, timber, minerals, energy sources, wildlife, recreation, and land upon which to build. The sizeable revenues produced from these lands and the Outer Continental Shelf represents only a fraction of their true worth to the American people.

In brief, our goal for this estate is to insure the orderly development and protection of the public lands to best meet the needs of their owners, the public. There are, of course, divergent views on what constitutes orderly development and what best serves the public good. The debate is as old as mankind, but we learn from the process of history and it is our intention to avoid the mistakes of the past. This is especially true today with respect to the management and protection of the environment which has become one of our most pressing national issues. Because of their vast size, the public lands exert a marked influence on our national environment, on our surroundings, and the quality of our lives.

Intensive management is essential to achieving orderly land resource development andto protecting and up-grading environmental quality. In the climate of mounting public concern for resources and environment, the time to effect the best possible management practices on this vast public real estate is now. Toward these ends the FY 1972 programs of the Bureau of Land Management are directed.

Improved Land Services

Expanded programs for improving land services to the public are oriented toward a reduction of backlog cases, an improvement in our land appraisal capability and a better use of our national land estate. The orderly, fair, and efficient disposal of land cases helps assure full consideration of public values, promotes public confidence in government, and exerts a decisive influence on land uses for future decades.

Surface Protection

Our concern for both resource development and the environment is embodied in the surface protection efforts proposed in this budget. Public lands have been and will continue to be an important source of leasable mineral deposits. Their continued development is vital to the mineral and common material needs of the nation. Yet, the land and its surface resources must be protected during exploration and extraction so that public values will not be unnecesarily destroyed for the sake of a single enterprise.

Alaska Land Use Plan

Alaska's mineral wealth, unspoiled natural beauty, surface resources, and recreational attractions are at an important juncture. Discovery of oil, the continued exploration and discovery of other new mineral wealth, intrusion into the wilderness by roads and people, and demands for public land through continuation of state selections and native claims can contribute to the long term benefit of Alaska's people; but without proper management of the total environment, these factors can engulf Alaska with the environmental mistakes so prevalent in much of the United States today. A reconnaissance type land use planning effort is required in this last frontier to guide development of the public domain in a direction which will avoid a repetition of past mistakes.

Fire Protection

The level of protection we are providing the public estate from the destructive influences of wildfires is of vital concern. Although the Bureau has continued to improve its firefighting capability through the Boise Interagency Fire Center, the costly events of past fire seasons require a new look at the entire protection posture. If we are to reduce the intolerable loss of surface resources and the high firefighting costs which accompany wildfires, the Bureau must improve its advance preparedness prior to the outbreak of fire emergency conditions. The management of surface resources can progress only insofar as these resources are adequately protected from destructive agents which, in the case of wildfire, result in both economic and intangible losses.

Fire Fighting and Rehabilitation

In years past, a token $400,000 has been provided for emergency fire fighting costs. This amount was augmented at a later date with a supplemental appropriation to cover actual costs. Relatively large amounts from other appropriations had to be used to cover these emergency costs in the interim, often burdening other programs and administrative accounting. An additional $9 million is included in this budget to provide more realistically for fire fighting costs. Based upon a four year average of past costs, the revised amount will tend to reduce the problems inherent in previous budgets and will decrease the requirement for supplemental appropriations.

Recreation and Wildlife

The public domain holds tremendous promise for the development of an outdoor recreation program to meet public demand for a variety of recreational pursuits. Areas such as the Southern California Desert, the Lower Colorado River, the Rogue and Rio Grande Rivers, Red Rocks, and many others represent an unequalled opportunity to provide safe, convenient facilities to millions of annual visitors. Accommodations are also necessary in controlling site destruction, pollution, and the overall degradation of the public lands. Thus, the Bureau's recreation management and development programs as well as its maintenance, cleanup, and Johnny Horizon efforts have a direct influence on the quality of outdoor surroundings. Fish and wildlife resources on the public lands are also an important part of the recreational potential. Accordingly, FY 1972 programs provide for protection and propagation of vanishing wildlife species, added public land hunting and fishing opportunities, and recognition of the growing demand for non-consumptive, appreciative uses of wildlife resources.

Cadastral Survey

Civilization as we know it rests largely on the delineation of ownership, both legal and physical. The Bureau of Land Management is responsible for establishing and maintaining the public land survey grid upon which most land ownership in the United States is based. The identification of Federal lands by monumenting or re-establishing property boundaries is vital to the disposal of public lands, the management of surface and sub-surface resources, and the orderly administration of the Federal estate. Maintenance of the survey grid, much of which is 100 years or more in age, is an increasingly important feature of the Cadastral Survey program. As the management of public land expands, as resource values rise, and as the demand for land transfers from or into Federal ownership grows, the need for supporting cadastral survey increases. New program emphasis is required if this vital service is to be brought up to a level sufficient to keep pace with present and future demands.

Facility Maintenance

The annual addition of new roads and trails, buildings, recreation sites and other facilities requires additional maintenance capability to keep these facilities

safe, attractive, and convenient, and to prolong their service life for the public benefit.

Road Construction - Public Lands

Because an adequate transportation system is essential to the orderly management of public land resources, roads and trails are essential for the proper administration and protection of these lands and resources. In FY 1972, the Bureau's obligation will result in construction of two bridges, 82 miles of road grading, 97 miles of road surfacing and 44 miles of trail.

Paperwork and Public Relations Management

Planned improvements in paperwork management and public relations services is expected to generate substantial savings in Bureau's costs for FY 1972. These savings amount to $200,000 for paperwork management and $110,000 for public relation services; they are reflected in this budget and represent a concerted effort to reduce the cost of government wherever possible.

Summary of Budget Request

The Bureau's budget is modest compared to the values at stake. It represents an investment in the future well-being of the public lands, an investment in their continued development, management, and wise use, now and for generations to follow.

The estimate of appropriations for the Bureau is summarized below by major budget activity:

	FY 1971	FY 1972	Increase + Decrease -
	(in thousands of dollars)		
Management of Lands and Resources			
1. Realty and Mineral Leasing Service	$ 7,351	$ 7,290	$- 61
2. Resource Management, Conservation, and Protection	44,233	46,318	+ 2,085
3. Cadastral Survey	5,987	6,861	+ 874
4. Firefighting and Rehabilitation	1,000	10,000	+ 9,000[a]
5. General Administration	2,501	2,501	---
Total, MLR	61,072	72,970	+11,898

[a] Increase is intended to bring initial Fire Fighting appropriations to a more realistic level and is based on a four year cost average. These funds have been provided for in the past by supplemental appropriation which, in FY 1971 is estimated at $23 million.

	FY 1971	FY 1972	Increase + Decrease -
Construction and Maintenance			
1. Construction	1,035	1,634	+ 599
2. Maintenance	2,275	2,726	+ 451
Total, C&M	3,310	4,360	+ 1,050

	FY 1971	FY 1972	Increase + Decrease -
	(in thousands of dollars)		
Public Lands Development Roads and Trails (Liquidation of Contract Authority)........	$ 3,500	$ 3,200	$- 300
Oregon and California Grant Lands (indefinite)................................	18,000	19,000	+ 1,000
Range Improvements (indefinite).............	1,795	2,514	+ 719
Subtotal.................................	87,677	102,044	+14,367
Permanent Appropriations....................	87,260	94,041	+ 6,781
Grand Total.............................	174,937	196,085	+21,148

Receipts

As shown in the table below the Bureau continues to produce substantial revenues for the U.S. Treasury and for public land states and counties.

Receipts Collected by the Bureau ($ in millions)

	1969	1970	1971[a/]	1972[a/]
Total Receipts..................	650	401	1,307	445
Paide to States & Counties......	-78	-87	-86	-93
Deposited in Treasury..........	572	314	1,221	352

a/ Estimated

RECEIPTS

RECEIPTS BY SOURCES

The following table shows actual receipts of the Bureau of Land Management for fiscal years, 1968, 1969, 1970, and estimated receipts for 1971 and 1972.

	Actual 1968	Actual 1969	Actual 1970	Estimate 1971	Estimate 1972
Sales, Public Lands and Materials..........	$ 2,521,132	$ 1,802,126	$ 2,099,849	$ 2,200,000	$ 2,300,000
Fees and Commissions.....	3,889,635	4,888,321	4,468,455	4,200,000	4,000,000
Mineral Leasing..........	128,555,825	138,538,529	135,546,025	139,000,000	149,190,000
Mineral Leasing, Outer Continental Shelf......	961.266,059	428,278,500	186,861,451	1,072,815,000	190,000,000
Grazing Fees............	4,601,460	5,623,299	5,660,611	7,940,000	9,850,000
Right-of-Way Leases......	225,552	324,740	249,892	250,000	250,000
Timber Sales............	56,166,027	69,678,639	65,419,401	79,500,000	84,500,000
Miscellaneous Receipts...	492,570	561,870	450,053	500,000	4,500,000
Total................	$1,157,718,260	$ 649,696,024	$ 400,755,737	$1,306,405,000	$ 444,590,000

NOTE: Does not include Public Land Administration Act Receipts.

PAYMENTS OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES, 1970

State	Sale of Public Lands and Timber	Mineral Leases and Permits	Taylor Grazing Districts	Taylor Grazing Leases	Other	Total
Alabama	$ 19	$ 5,020	$ -	$ -	$ -	$ 5,039
Alaska	585	8,239,569	-	-	-	8,240,154
Arizona	1,874	125,162	24,507	32,503	-	184,046
Arkansas	985	22,003	-	-	-	22,988
California	53,730	2,931,107	7,880	42,514	-	3,035,231
Colorado	5,794	3,222,751	24,325	12,293	-	3,265,163
Florida	486	19,478	-	-	-	19,964
Idaho	20,856	182,858	42,968	8,992	-	255,674
Kansas	56	155,403	-	-3	-	155,456
Louisiana	607	789,656	-	-	-	790,263
Michigan	283	14,840	-	-	-	15,123
Minnesota	32	-	-	-	-	32
Mississippi	8	16,585	-	-	-	16,593
Missouri	4	-	-	-	-	4
Montana	12,512	2,977,420	31,010	36,529	216,420 a/	3,273,891
Nebraska	4	4,281	-	85	-	4,370
Nevada	18,136	493,549	78,120	6,324	-	596,129
New Mexico	8,140	11,200,534	57,616	36,976	8,992 a/	11,312,258
North Dakota	63	217,228	-	2,330	-	219,621
Oklahoma	-	182,064	-	35	-	182,099
Oregon	76,942	479	32,663	18,779	32,489,653 b/	32,618,516
South Dakota	858	212,090	-	15,281	-	228,229
Utah	1,018	3,338,570	37,622	-	1,644 a/	3,378,854
Washington	2,908	289	-	6,284	-	9,481
Wisconsin	13	-	-	-	-	13
Wyoming	6,381	18,199,309	53,235	78,030	-	18,336,955
Total	$212,294	$52,550,245	$ 389,946	$ 296,952	$32,716,709	$86,166,146

a/ Executive Orders 10787, Nov. 6, 1958 and 10890, Oct. 27, 1960, from grazing and mineral receipts, L.U. Lands.

b/ From "O&C" lands, $32,116,506; Coos Bay Wagon Road Lands, $373,147.

MANAGEMENT OF
LANDS & RESOURCES

Appropriation, 1970	$57,321,000	
Second supplemental appropriation, 1970	23,790,000	
Total appropriation, 1970		$81,111,000
Transferred to "Operating Expenses, Public Buildings Service," General Services Administration		-93,000
Pay Costs (P.L. 91-305)		580,000
Total available, 1970		81,598,000
Appropriation, 1971	59,105,000	
Transferred to "Operating Expenses, Public Buildings Service," General Services Administration		-87,000
Transferred to "Salaries and Expenses," Office of the Secretary		-603,000
Pay cost supplemental (PL 91-305)		2,657,000
Total available, 1971		61,072,000

Summary of Increase and Decreases, 1972

	Base for 1972	Increase/ Decrease 1972	
Realty and Mineral Leasing Services			
To reduce public relations services	---	-21,000	
To decrease paperwork management cost	---	-40,000	
			-61,000
Resource Management Conservation and Protection			
To reduce land case backlog and improve case handling services	265,000	200,000	
To improve land appraisals	200,000	100,000	
To protect surface resources from mineral leasing and exploration damages	---	250,000	
To develop a land-use plan for Northern Alaska	---	550,000	
Financing change--to transfer Missouri River Basin Studies from Bureau of Reclamation	---	105,000	
To provide for increased cost of California fire contract protection	497,000	125,000	
To upgrade fire protection capability	2,428,000	425,000	
To provide a California Desert Ranger Force	---	80,000	
To improve recreation management	~~1,383,000~~ 1,342,000	150,000	
To improve public land fish and wildlife opportunities	~~1,993,000~~ 2,034,000	313,000	
To reduce public relations services	---	-76,000	
To decrease paperwork management costs	---	-137,000	
			+2,085,000

Cadastral Survey

To improve cadastral survey support of resource management function...	3,728,000	750,000	
Financing change --to transfer Missouri River Basin Studies From Bureau of Reclamation........	---	160,000	
To reduce public relations services.	---	-13,000	
To decrease paperwork management costs............................	---	-23,000	
			+874,000

Firefighting and Rehabilitation

To provide by direct appropriation for firefighting costs which have been made available in the past by supplemental appropriation.....	400,000[a]	9,000,000	
			+9,000,000

Net Increase, 1972..+11,898,000

Budget Estimate, FY 1972.. 72,970,000

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[a] Does not include $23 million supplemental proposed for separate transmittal.

MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

	Activity	Fiscal Year 1970 Amount Available	1971			
			Total Appropriations	Pay Cost Supplemental	Transfer	Amount Available
1.	Realty and Mineral Leasing Service	$ 7,477,458	$ 7,564,000	$ 341,000	$ -554,000[a]	$ 7,351,000
2.	Resource Management, Conservation and Protection	41,117,266	42,529,000	1,840,000	-136,000[b]	44,233,000
3.	Cadastral Survey	5,582,703	5,703,000	284,000	---	5,987,000
4.	Firefighting and Rehabilitation	24,790,000	1,000,000 [c]	---	---	1,000,000
5.	General Administration	2,457,036	2,309,000	192,000	---	2,501,000
	Unob. balance lapsing	173,556	---	---	---	---
	Total	$81,598,019	$59,105,000	$2,657,000	$ -690,000	$61,072,000

a/ Represents comparative transfer of Hearing Examiner function to Office of Secretary in accordance with Reorganization Plan #3, effective July 1, 1970.

b/ Represents the following
Transfers to General Services Administration : $87,000
Comparative transfer of Hearing Examiner function: 49,000
$136,000

c/ Does not include $23 million supplemental proposed for separate transmittal.

MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

		FY 1970 Amount Available	FY 1971 Amount Available	FY 1972 Estimate	Increase (+) Decrease (-) 1972 Compared with 1971	Page ref.
1.	Realty and Mineral Leasing Services	$7,477,458	$7,351,000	$7,290,000	$- 61,000	11
2.	Resource Management Conservation and Protection	41,117,266	44,233,000	46,318,000	+2,085,000	13
3.	Cadastral Survey	5,582,703	5,987,000	6,861,000	+874,000	34
4.	Firefighting and Rehabilitation	24,790,000	1,000,000	10,000,000	+9,000,000	37
5.	General Administration	2,457,036	2,501,000	2,501,000	---	39
	Unob. balance transferred to other accounts	---	---	---	---	
	Unob. balance lapsing	173,556	---	---	---	
	Total	$81,598,019	$61,072,000	$72,970,000	$+11,898,000	

1. REALTY AND MINERAL LEASING SERVICE

Analysis by Subactivities

Subactivity	FY 1970 Amount Available	FY 1971 Amount Available	FY 1972 Estimate	Increase (+) or Decrease (-) 1972 Compared with 1971
(a) Title, Lease and records service....	$6,701,367	$6,474,000	$6,416,000	$-58,000
(b) Records Improvement	776,091	877,000	874,000	- 3,000
Total...........	$7,477,458	$7,351,000	$7,290,000	$-61,000

(a) Title, Lease and Records Services: FY 1971, $6,474,000, FY 1972, $6,416,000; a decrease of $58,000.

Increase (+) or Decrease (-) Amount	Positions	Total Programs	Total Positions	Explanation
$-20,000	-	-	-	To reduce public relations services.
-38,000	-	-	-	To decrease paper-work management costs.
$-58,000				

Program of Continuing Work: The principal program goal of this subactivity is to provide an efficient realty, leasing and records service for the public and governmental agencies. Maintaining public records in the land offices, providing public land status and information about the public land and mineral laws, and processing realty transactions for other Federal agencies, state and local governments, and private individuals are continuing efforts. The actual transfer of land title from the Federal Government is performed here, while the "field" investigation and determination that transfer is proper is performed in the Land classification and mineral examination subactivity.

Leasing and disposing of non-renewable natural resources under conservation guidelines also constitute a large portion of the workload in this subactivity. Mineral resources on the Public Domain and the Federal Outer Continental Shelf become more important each year. In recent years mineral leases have yielded from one-third to one billion dollars in revenue to the Federal Government. Total receipts from lands and minerals programs for the past year and those estimated for the current and budget years are as follows:

REVENUES FROM LANDS AND MINERALS ACTIVITIES FY 1970-72

Fiscal Year	Outer Continental Shelf	All Others	Total
1970	$ 186,861,451	$137,895,766	$324,757,217
1971	1,072,815,000	141,450,000	1,214,265,000
1972	190,000,000	151,740,000	341,740,000

The Bureau has been making rapid strides to improve its management of the OCS mineral leasing program to assure full implementation of multiple-use principles, particularily in the field of environmental protection. In calendar year 1970 two new major steps were taken in the OCS mineral leasing decision process: 1) the holding of public hearings and 2) the preparation of environmental statements under the National Environmental Policy Act of 1969. Additionally, we have been working continually to improve our evaluation of OCS tracts offered for sale to assure a fair return to the public for OCS mineral resources.

(b) Records Improvements: FY 1971, $877,000; FY 1972, $874,000; a decrease of $3,000. This decrease consists of:

Increase (+) or Decrease (-)		Total	Total	
Amount	Positions	Program	Positions	Explanation
$-2,000	-	-	-	To reduce public relations services.
-1,000	-	-	-	To decrease paperwork management costs.
$-3,000				

Program of Continuing Work: Records improvement includes construction of new land status records in each land office to replace originals which have become worn or illegible through age and use, and incorporation of the records into new systems. Our land offices and the public use the new systems which employ microfilm, electronic data processing and modern reproduction equipment to retrieve land status information quickly and economically. Basic records improvement work for the land status records has been completed in the States of Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Oklahoma, Oregon, Utah, and Wyoming; and portions of Alaska, Kansas, Nebraska, and North and South Dakota. New land status record construction for California began in FY 1971 with completion scheduled by FY 1975.

Records improvement also includes a system for the preservation of field survey notes. The system indexes and microfilms the field notes, which have been arranged by township and range, in microfiche aperture card form. Initially the system covered only the regular township surveys, but it now includes mineral and other types of special surveys. The system will increase state and district office efficiency and help preserve the original survey records which are a vital part of the land records. It will also serve the public better in that the field notes will be more usable and copies more readily obtainable, both at the BLM, State and district office levels. The field survey note project for Colorado will be completed in FY 1971, except for a small amount of final verification. In FY 1972, the project for Oregon will be completed except for some final vertification, and most of the indexing for California will be completed.

2. RESOURCE MANAGEMENT, CONSERVATION AND PROTECTION

Analysis of Subactivities

Subactivity	FY 1970 Amount Available	FY 1971 Amount Available	FY 1972 Estimate	Increase (+) or Decrease (-) 1972 Compared with 1971
(a) Land Classification and mineral examination........	$5,679,748	$6,090,000	$7,260,000	$+1,170,000
(b) Range management...........	6,061,338	6,131,000	6,098,000	- 33,000
(c) Forestry.......	7,217,049	7,683,000	7,636,000	- 47,000
(d) Soil and watershed conservation...........	13,717,520	13,566,000	13,519,000	- 47,000
(e) Fire protection............	4,629,750	5,340,000	5,874,000	+ 534,000
(f) Recreation and Wildlife.......	3,245,461	3,404,000	3,919,000	+ 515,000
(g) Alaska pipeline inspection.....	566,400	2,019,000	2,012,000	- 7,000
Total	$41,117,266	$44,233,000	$46,318,000	$+2,085,000

(a) Land Classification and Mineral Examination: FY 1971, $6,090,000; FY 1972, $7,260,000; an increase of $1,170,000. The increase consists of:

Increase (+) or Decrease (-)				
Amount	Positons	Total Program	Total Positions	Explanation
(1)$+200,000	+10	$465,000	25	To reduce land case backlog and improve case processing services.
(2) +100,000	+ 5	300,000	20	To improve land appraisals.
(3) +250,000	+14	250,000	14	To protect surface resources from mineral leasing and exploration damages.
(4) +550,000	+18	550,000	18	To develop a land-use plan for Northern Alaska.
(5) +105,000	-	105,000	6 a/	Financing Change to transfer Missouri River Basin Studies from Bureau of Reclamation.

a/ Positions for Missouri River Basin have always been included in total BLM position and employment ceilings.

(6) - 13,000	-	-	-	To reduce public relations services.
(7) - 22,000	-	-	-	To decrease paperwork management costs.
$+ 1,170,000	+47			

Cost Factors Involved in Increase

(1) Ten permanent positions at an average cost of $12,900, $129,000; travel and per diem costs for field investigations, $20,000; supplies, equipment and specialized personnel training costs, $51,000.

(2) Five permanent positions at an average cost of $12,400, $62,000; travel and per diem costs for field investigation, $30,000; supplies and materials $8,000.

(3) Fourteen permanent positions at an average cost of $12,200, $171,000; travel and per diem for technical field examination, investigation and evaluation, and for interagency conferences, $70,000; supplies and material, $9,000.

(4) Eighteen permanent positions at an average cost of $17,000, travel and per diem for field investigation, and for movement of personnel and household effects to Alaska, $82,000; contractual costs for services reimbursable to other agencies and for helicopter rental, $120,000; supplies, materials, and rental space, $41,000.

(5) Six permanent positions at an average cost of $13,100, $79,000; ½ temporary man-years at an average annual cost of $6,000, $3,000; supplies, materials, and travel and per diem for field investigation, $23,000.

(1) Improved Land Services:

Need for Increase: Over the past several years there have been increasing requests for public land and for BLM land services. Despite streamlined application procedures and better-trained personnel, processing these requests has become more time-consuming and costly because of increasing emphasis on protecting the environment and increasing case complexity. In FY 1971 it was estimated that with available resources no more than 13,000 lands cases could be processed and that 12,000 would remain unclosed at the end of the fiscal year. An increase of $265,000 was authorized in the FY 1971 APPROPRIATION ~~budget~~ to begin a program to reduce the number of unclosed cases. With these funds about 730 outstanding cases will be closed reducing the backlog by the end of FY 1971 ~~budget~~ to about 11,270 lands cases. This backlog includes about 3,270 cases beyond immediate Bureau control and pending action by applicant or others, 1,600 cases within BLM control one year or less in age and 6,400 cases within BLM control over one year. These last are the most costly to resolve, and include those requiring intensive and lengthy field examination, minerals conflict resolution, detailed flood plain evaluation, cadastral survey and environmental quality consideration.

An increase of $200,000 and 10 positions is being requested in this subactivity to continue the backlog reduction program and begin clearing out the 6,400 hard-core cases. Current demand projections, based on numbers of new cases received each year, indicate that the hard-core backlog can be eliminated at the increased program level on or about the end of FY 1976.

The requested increase coupled with the $265,000 base will permit us to process about 1280 of the backlog cases per year. Processing will include intensive field examination and classification, comprehensive environmental investigation, protection of public values, flood plain evaluation, minerals conflict resolution, cadastral survey, and final disposition of all cases by Land Offices. An increase of $50,000 and three positions is also being requested under the Cadastral Survey

activity to provide the necessary cadastral support for the casework program. In addition to improving public relations and services, elimination of the casework backlog should simplify routine case processing by reducing public inquiries which increase as cases age and now generate an average of two man-hours of effort per inquiry.

(2) Improved Land Appraisal:

Need for Increase: Accurate appraisals are immensely important in attaining fair market value for land disposals. The land's appraised value determines the sale or lease price for 90% of public land disposals. All land exchanges depend on appraised values. In addition, most public land sale laws and regulations give preference purchase rights or other benefits to various parties which discourage open bid competition and increase the importance of accurate appraisals. For example, under Public Sale Law (R.S.,2455) the owner of contiguous land has the right to buy public land at high bid or at three times the appraised price, whichever is the lesser amount. Other land laws are similarly restrictive.

There also exists in the appraisal system a potential imbalance weighted against the public interest. Over-appraisals are normally appealed and a just price derived. However, under-appraisals are rarely contested. As the volume of appraisals increase and the value of public land rises, this imbalance could conceivably result in millions of dollars of lost revenues. From 1965-1970 BLM completed 17,250 appraisals on 3.75 million acres valued at $109 million. An appraisal variance of only 1% would result in a $1.1 million difference. A corps of highly-trained and skilled appraisers and review appraisers would provide insurance against the possibility of misappraisal.

At present, nearly all BLM appraisals are done as a collateral duty by personnel also performing land classification and planning functions. An increase of $100,000 and five permanent positions is being requested to begin a program to upgrade the quality and credability of BLM appraisals by providing full-time appraisal capability. The nucleus of the appraisal corps will be attained in FY 1972 by segregating the appraisal and lands examination-classification functions. Full-time, qualified appraiser positions will be established in the State offices and in one or more District offices within each state. The additional $100,000 and five positions plus the segregation of the appraisal function will make available in FY 1972 about 20 full-time positions of which 15 will be appraisers and 5 will be support personnel.

(3) Surface Protection:

Need for Increase: The activity in mineral leases and prospecting permits has increased during FY 1969 and 1970 as illustrated by the following table:

LEASES AND PROSPECTING PERMIT ACTIVITY

	Outstanding June 30, 1968	Outstanding June 30, 1969	Outstanding June 30, 1970
Number of lease and permits	95,000	99,000	101,000
Acres covered	58.7 Million	64.3 Million	65.4 Million

A projection indicates that by the end of FY 1971, there will be outstanding on public lands about 103,000 permits and leases embracing 67.5 million acres. Settlement of the Alaskan Native Claims question could substantially increase the projection.

Departmental regulations (43CFR 23), developed in response to intense public pressure and interest at all levels of the Federal Government in protecting surface resources and the environment from unnecessary disturbance or destruction, were issued in January 1969. They provide for the protection of nonmineral

resources and the environment, as well as reclamation of land during and after exploration, development, surface mining and on-site processing of minerals and mineral materials (except oil and gas) under permits, leases or contracts issued under various Mineral Leasing Acts and the Materials Act of 1947. The Bureau's implementing instructions also cover oil and gas leases.

The mineral lease and prospecting activities represent a significant surface protection workload. Even now about 15% of the public domain is under mineral exploration and lease and expanding at a 3% rate annually. All new permits and leases will require examination for surface protection, rehabilitation, and other environmental aspects. This involves detailed technical examinations to devise adequate contract and bonding stipulations and follow-up compliance checks. Each of these permits and leases holds the potential for unnecessary degradation of the landscape and destruction of its surface resources and environment. Erosion, soil disturbance, vegetative and wildlife habitat destruction, water pollution, creation of safety hazards, littering and other environmental abuses are all consequences of uncontrolled mineral development. The abuses of the past are well-documented in scarred and unproductive lands stretching from Appalachia to California to Alaska. The problem continues to multiply each year.

It is estimated that about 7,000 permits and leases will be issued during FY 1971 covering some 6 million acres. The Bureau's 60 minerals professionals including supervisory personnel cannot adequately administer the surface protection requirements which would superimpose examination of at least 100,000 acres per man per year on top of other critical duties.

The proposed increase will provide funds and 14 positions to begin the implementation of the surface protection regulations of the Department. With the additional funds and personnel we will begin developing the capability necessary to:

1. Make detailed, technical examinations of the land, collect and analyze potential surface damage data, and formulate requirements and stipulations for protection of nonmineral resources and reclamation of damaged lands.

2. Cooperate with all Federal agencies involved in mineral leasing practices to help assure a unified, coordinated approach to surface protection.

3. Prepare stipulations to govern proposed industrial exploration and mining.

4. Review exploration and mining plans to evaluate their impact on surface damage and to assure reasonable protection of nonmineral resources and land reclamation.

5. Conduct field reviews to assure implementation of stipulated practices, to evaluate results, and to revise lease requirements and plans as necessary.

In the first year of this program approximately 1,700 leases and permits will be administered. Protection will be extended to 1.5 million acres with an estimated land value in excess of $30 million. The longer this vital program is delayed, the greater will be the unnecessary damage incurred and the potential restoration costs.

(4) North Alaska Land-Use Plan:

Need for Increase: The 200 million acres in Alaska north of the Porcupine, Yukon, and Kuskoquim Rivers has long been considered a secluded wilderness of potential but undetermined wealth. Much of it is still unexplored. Less than 45 million acres have been withdrawn for specific uses. Certain withdrawals were protested by Native inhabitants; and in January, 1969, Department of the Interior issued Public Land Order 4582 withdrawing all Alaskan public lands from disposition until December 31, 1970, to gain time to examine the protest. Consequently, when oil was discovered on the Arctic Slope, this "land freeze" served to forestall

widespread and conflicting claims for land use and ownership. The protection has been extended for six months by Public Land Order 4962. However, "land freezes" cannot be used indefinitely to guarantee resource protection. A use plan must soon be developed so that rational policy decisions about Northern Alaska can be made.

Northern Alaska is on the verge of rapid development. Oil exploration and access by seismic crews have been continuing under the "Notice of Intent" system administered by the Bureau, and it is likely that other resources will soon be discovered in yet unexplored areas. The oil operation, itself, with its large consumption of sand, stone, gravel, and timber is hastening the development of other known resources. Surface transportation to connect Northern Alaska with industrial centers and ice-free ports south of the Yukon, is projected within the near future. Although related to oil needs, these roads will make marketable, now unmarketable resources. For example, livestock grazing potential on the Seward Peninsula is promising, but practice is limited by prohibitive marketing costs. Copper deposits at Bornite are awainting railway and road extension for their development. Accessibility will also increase the harvest of the commercially-valuable timber which forests the drainages of the Yukon and Kuskoquim Rivers. Unique scenic and recreation potential exists.

However, Northern Alaska's environment is fragile; its recuperative powers are limited. In some areas physiographic disturbances recorded in the 1800's are still apparent. Moreover, Northern Alaska is valuable to many as a natural wilderness. The Indians and Eskimos who live there are sustained by it. The native and non-native depend on it to provide spawning waters for his commercial fisheries, to provide hunting and fishing grounds for his sport industry, to provide food for his table and to provide recreation opportunities for his personal enjoyment. Others feel its value as the last wilderness far transcends any singular value that any individual resource might offer. Because most of Northern Alaska is under Department of the Interior jurisdiction, the Department must attempt to balance the conflicting demands.

A land-use plan will provide a means to consider these conflicting demands and make orderly resource development and protection decisions. In cooperation with the State of Alaska the Department will develop this plan. The State will emphasize state and private interests in the southern half of Alaska and will contribute to the Departmental effort in the North. All resource needs, potentials, and environmental-ecological threats will be evaluated.

In order to proceed with this effort, $550,000 and eighteen positions are being requested in this budget to provide an interdisciplinary team of professionals and support personnel located in Anchorage. This team will draw upon the expertise of other Interior bureaus, such as Geological Survey and the Bureau of Sport Fish and Wildlife; other Federal agencies; the State of Alaska; and outside consultants in collecting and analyzing the data needed for formulate a regional land-use plan for Northern Alaska.

(5) Missouri River Basin:

Need for Increase: In the past, work in the Missouri River Basin was accomplished by appropriation transfers from Bureau of Reclamation. The funds shown here are the result of a financing change and do not increase the existing program level. Funds and positions for this program are also included under Cadastral Survey as shown in the table below:

Subactivity	Amount	Positions
Land Classification and Mineral Examination..........	$105,000	6
Cadastral Survey....................................	160,000	13
Total Program..	$265,000	19

With the $105,000 and six positions included in this budget, the land inventory and classification program begun in 1947 will be completed and the final report of a 36 report series covering 20,000,000 acres in the Missouri River Basin published. Field and office work will be completed with the summarization and update of the land inventory information contained in the BLM series of reports. Summarization is needed to reduce the volume of existing material and to make it readily available to natural resource planners. Update is needed because of the increased level of natural resource development in the Missouri Basin, the emergence of new use-pressures on the public lands, and the greatly increased dollar value of the resource. The final result will be publication during FY 1972 of a one-volume report containing an analysis of the natural resources of the public lands and their potential contribution in meeting demands in the Missouri Basin area.

In addition, studies of the Platte River Basin in Nebraska are proposed and will be directed to analyzing the effect of public lands on water, sediment, and natural resource relationships in the basin systems. The data will be used to determine the effectiveness of current land uses and future development potential.

(6) Pending Native Claims Legislation: In addition, $2,500,000 will be requested by supplemental appropriation to administer the Alaskan Native Claims settlement upon passage of the legislation now pending before Congress. Of this amount, $1,100,000 will be requested in this subactivity and $1,400,000 in the Cadastral Survey activity.

Program of Continuing Work: Most of the continuing work in this subactivity consists of providing public service and processing public demand cases. Field examinations are completed, and classification and land use decisions are issued for lands and mineral applications under various public land and mineral laws. Land appraisals to assure fair market value are performed, governed by laws that permit recovery of fair market value, for all land transactions.

The authority to classify public land under the Classification and Multiple Use Act (78 Stat. 986) and to sell public lands under the Public Land Sale Act of 1964 (78 Stat. 988) terminated on December 23, 1970. During operation of the C&MU Act about 4 million acres were classified for disposal. These disposal classifications were made in cooperation with state, county, and city planning authorities who expect continuing follow-through by BLM. Consequently, effort expended for classification under the C&MU Act will be used to continue follow-up on the classification. Furthermore, expiration of the C&MU Act does not eliminate the need for classifications for disposal, determination for retention, public participation in the classification process and others; instead, land classification will continue under other existing authorities.

In addition, there are new requirements resulting from recent legislation and executive orders that add to the lands and minerals workload. New national direction has been established through such items as the White House Conference on Natural Beauty (1965); the Highway Beautification Act (1966); the Water Quality Improvement Act (1970), the most recent amendment to the Federal Water Pollution Control Act (1956); the Wild and Scenic Rivers Act (1968); and others concerned with upgrading environmental quality. The Federal Flood Control Policy of 1966 and Executive Order 11296, aimed at minimizing flood damages, directed all Federal agencies to evaluate flood hazard potentials in conjunction with the use and disposal of Federal lands to anticipate environmental effects of all proposed actions and to submit forewarning statements on proposals of major impact. The BLM has initiated a program to insure adequate surface protection and bonding requirements in all future permits, leases, and contracts for all minerals and mineral materials. Appropriate stipulations and other requirements are being developed with the USGS, but issuance of permits, leases and contracts, including bonding, is a BLM responsibility. These laws, executive orders, and national policies have added new dimensions to the land and minerals resource program. Future workload is expected to be more involved, complex and costly to handle.

The land exchange program will continue, utilizing lands classified for disposal and best adapted to exchange. Leases and permits will be issued to permit special uses of the public lands including rights-of-way and easements.

Progress is continuing to be made with oil shale title clearance in Utah, Colorado and Wyoming. In Addition to title clearance work, a comprehensive planning effort will be initiated to insure that the future development of oil shale resources will result in minimum disturbance to other multiple use values.

Review of land previously withdrawn for specific purposes will continue as a part of the land tenure adjustment program. Restorations are made after determination that the need for withdrawal no longer exists. Priority attention is given cases involving state grant and lieu selections, mining projects, trespass, and mining and industrial development.

(b) Range Management: Fiscal Year 1971, $6,131,000; Fiscal Year 1972, $6,098,000; decrease of $33,000. The decrease consists of:

	Increase(+) or Decrease(-) Amount	Increase(+) or Decrease(-) Positions	Total Program	Total Positions	Explanation
(1)	-$12,000	--	--	--	To reduce public relations services.
(2)	- 21,000	--	--	--	To decrease paperwork management costs.
	-$33,000	--			

Program of Continuing Work: Range Management is the application of current range technology in the management of vegetation,not only to increase livestock forage production but also to help achieve the management objectives of watershed, wildlife, forestry, outdoor recreation, and environmental enhancement. By using livestock as a tool the range manager can often attain the vegetative density and composition desired for these management programs. Of the known methods to manipulate vegetation, livestock are the most easily controlled and can be effectively applied over much larger areas than other treatment measures.

The intensive livestock management required to achieve the desired vegetative density and composition is accomplished through Allotment Management Plans (AMP's). An Allotment Management Plan (AMP) is developed in cooperation with the livestock operator and is an on-the-ground grazing plan to help achieve the management objectives as determined by the Bureau's planning system for a given area. Realization by livestock operators of the increased forage and other benefits obtainable from following a prescribed grazing program has resulted in a backlog of over 500 firm requests for intensive management plans, as of 6/30/70.

Accomplishments to date and an estimate of total AMP requirements follows:

Allotment Management Plans

Plan Implemented 6/30/70 Plans	Plan Implemented 6/30/70 Acres	Estimated Total Plan Requirements Plans	Estimated Total Plan Requirements Acres
745	20,506,675	10,700	125,000,000

An estimated 180 AMP's will be completed during FY 1971.

The preparation, supervision, and evaluation of AMP's and supervision of those areas which have not yet been included in a management plan is a major work requirement in this activity.

Additional workload includes maintenance of appropriate use records and issuing 25,000 permits and leases annually. This workload presently requires approximately 56% of the total manpower in the range management activity. About 3.9 million cattle and horses and 7.7 million sheep and goats graze on public lands in the Western States and Alaska plus 23 thousand reindeer in Alaska. Annual forage consumption by livestock from BLM lands is about 14 million animal unit months (AUM's).

In addition over 2½ million big game animals and countless small game, rodents, birds and other animals make their home on these range lands.

In many cases livestock use of public land represents a virtually irreplaceable link in overall livestock forage requirements and is an important segment of the economy of many western communities.

(c) Forestry: FY 1971, $7,683,000, FY 1972, $7,636,000; a decrease of $47,000.

	Increase(+) or Decrease(-)		Total	Total	
	Amount	Positions	Program	Positions	Explanation
(1)	-$17,000	--	--	--	To reduce public relations services.
(2)	- 30,000	--	--	--	To decrease paperwork management cost.
	-$47,000	--			

Program of Continuing Work:

(1) Forest Management Western Oregon: FY 1971, $4,801,000; FY 1972, $4,770,000.

The object of this program is to manage the Western Oregon lands to provide a permanent supply of timber to local communities and industries. Sales are offered on a sustained yield basis to guarantee that the resource will be available to meet the wood product needs of future generations.

In addition, this program provides direct employment for approximately 10,000 people and supplies 17-20 per cent of the log volume used annually in Western Oregon.

The following table shows volumes, sales prices and receipts in Western Oregon for FY 1968 through FY 1970 and current estimates for FY 1971 and FY 1972. These include O&C, Coos Bay Wagon Road, and Western Oregon Public Domain timber volumes and receipts.

	BLM Sales		Receipts	
FY	Volume Sold (Million Board Feet)	Sales Price[a/]	BLM	Forest Service
1968	1,347	$51,599,000	$47,555,000	$ 6,818,000
1969	1,093[b/]	79,447,000	61,268,000	6,724,000
1970	1,662	82,101,000	51,825,000	10,367,000
1971*	1,323	54,243,000	67,000,000	10,000,000
1972*	1,172[c/]	51,700,000	72,000,000	10,000,000

*Volume to be offered and estimated prices and receipts.

a/ Receipts vary because payments are made on cutting schedules, not at the time timber is purchased (see the table below).

b/ Because of a rapid decline of timber prices at the end of FY 1969, 189 million board feet went "No Bid" and 69 million board feet was withdrawn. This volume was reoffered and sold in FY 1970.

c/ Current studies of the Forest Management Plan may result in volume adjustments.

The following tabulation shows the source of timber sales receipts by type of lands:

FY	O&C Land[a/]	Coos Bay Wagon Road Land	Western Oregon Public Domain	Total
1968	$51,135,000	$1,553,000	$1,685,000	$54,373,000
1969	64,233,000	1,941,000	1,818,000	67,992,000
1970	58,804,000	2,642,000	1,452,000	62,898,000
1971*	72,000,000	3,000,000	2,000,000	77,000,000
1972*	76,000,000	3,500,000	2,500,000	82,000,000

*Estimates

a/ Includes Forest Service receipts.

(2) Forest Management Public Domain: FY 1971, $2,403,000; FY 1972, $2,389,000.

Sales totaling 120 million board feet will be concentrated mainly in California, Colorado, Idaho, Montana, eastern Oregon, Wyoming and Washington, since these states have the best potential for development of commercial forest lands. In the remaining states, forest management will continue at a protective level, yet one which allows meeting the current demand for forest products.

Because of the environmental impact which forest lands have on clean air, water production, wood fibers, wildlife habitat, recreational experiences and other public values, environmental aspects of timber production will receive greater consideration in forest management programs. As part of an intensive management program, a complete inventory of the public forest lands in Montana, Idaho, California, Colorado, and Wyoming is scheduled for completion in 1975.

Actual FY 1968 through FY 1970 and estimated FY 1971 and FY 1972 volumes sales prices, and receipts for timber sold from public domain lands are tabulated as follows:

FY	Volume Sold (Million Board Feet)	Sales Price	Receipts
1968	122,380	$1,996,000	$1,793,000
1969	98,000	3,436,000	1,687,000
1970	125,000	2,568,000	2,121,000
1971*	126,000	1,800,000	2,500,000
1972*	120,000	1,920,000	2,500,000

*Volume to be offered and estimated prices and receipts.

(3) Forest Development Public Domain: FY 1971, $479,000; FY 1972, $477,000.

This program provides for restoration and treatment of denuded commercial forest sites having the highest productive capacity in areas which can utilize the future crop.

Early establishment of trees helps protect watersheds and the timber producing capacity of the land. Often, when tree reproduction is not re-established, undesirable brush species invade which provide no economic benefit, and increase fire hazards. The proposed level of financing will permit the reforestation of approximately 2,340 acres, site improvement on 1970 acres and 650 acres of stand improvement.

(d) Soil and Watershed Conservation: FY 1971, $13,566,000; FY 1972, $13,519,000; a decrease of $47,000. The decrease consists of:

	Increase(+) or Decrease(-) Amount	Positions	Total Program	Total Positions	Explanation
(1)	-$17,000	--	--	--	To reduce public relations services.
(2)	- 30,000	--	--	--	To decrease paperwork management costs.
	-$47,000				

Program of Continuing Work: Work shall emphasize environmental quality and the need for water resources for the social and economic growth of the nation. Water quality and quantity has long been recognized as one of the major aspects of environmental protection and enhancement. Congressional recognition of its importance was reflected in the passage of the Federal Water Pollution Control Act, as amended, the Water Quality Act, the National Environmental Policy Act of 1969 and other related acts. Sediments produced by erosion are the most extensive pollutants of surface water. It is estimated that suspended solids loadings reaching waters in the United States are 700 times the loadings from sewage discharge. This sediment greatly increases the cost of water purification and reduces or destroys the value of water for recreation. Nutrients absorbed on sediment particles contribute to undersirable conditions in lakes and reservoirs. These conditions reduce the water holding capacity which greatly shortens their effective life.

The areas of heavest concentration of sediment in streams (1900 or more parts per million) are the more arid regions of the nation where the majority of public land administered by BLM is located. Unlike many other types of pollution which occur largely at specific locations and are subject to treatment and control, sources of sediment are diffused over a large area and cannot be treated in a conventional fashion. Erosion prevention provides the most effective and often only method for sediment control.

The Soil and Watershed program provides the capital investment required for those land management and treatment practices which provide the greatest opportunity to prevent erosion from BLM lands. It also provides the soils, hydrology and water yield data required to help guide decisions involving all the Bureau's resource management and utilization programs. Watershed considerations increasingly determine when and if timber is to be cut and the harvesting and reforestation practices used; the design and location of roads; techniques and requirements for exploration, extraction and subsequent rehabilitation of mineral and fuel deposits; and land use, rights-of-ways and material sales decisions involving public lands. Soil, watershed and water quantity and quality considerations often are the dominant factor in the design and location of recreation facilities and fish and wildlife habitat protection and development efforts.

Manipulation of vegetation, through intensive livestock management, to obtain the desired vegetation composition and density provides the most extensive and also an economical method of preventing erosion over much of the public land. Before intensive management can be implemented control fences and watering facilities are required. The soil and watershed program is a major source of funds for these facilities.

Many areas have been denuded of vegetation allowing the soil to erode to the point where natural re-vegetation is impossible or will take too long to accomplish the desired results. In these areas artificial re-vegetation and other soil conserving practices such as contouring, pitting and other practices are required. Control of gully erosion may require relatively costly measures of filling and damming along with seeding. Control of streambank and streambed erosion often requires construction of special stabilization structures, riprap of streambanks and sloping and vegetating eroded banks.

The secondary benefits of these practices are important and often exceed the primary ones of preventing or curbing erosion, improved water quality and reducing or preventing flood and sediment damage. Secondary benefits include improved and increased wildlife habitat and livestock forage, forest products and aesthetic considerations.

The plan of work on special projects is essentially similar to the FY 1971 plan with work continuing as listed below:

Special Project	State	Soil and Watershed Conservation Funds FY 1972
Rio Puerco	New Mexico	$ 556,000
Little Beaver	North Dakota	45,000
Makotapi	South Dakota	64,000
Vale	Oregon	1,159,000
Owyhee	Idaho	336,000
Big Horn Basin	Wyoming	376,000
Beowawe	Nevada	100,000
Black Rock1/	Nevada	200,000

1/ A portion of the Beowawe Project was shifted to Black Rock, an adjacent high priority watershed in Northern Nevada.

The Bureau's PL 566 (Watershed and Flood Prevention Act) program for FY 1972 will be continued at the FY 1971 level of $150,000. This program coordinates public land programs with the plans and treatment measures being conducted by other agencies under this Act.

CONSERVATION ACCOMPLISHMENTS AND NEEDS OF LANDS UNDER JURISDICTION of the BUREAU OF LAND MANAGEMENT

Practice	Units	Inventory of Total Needs 1/	Accomplishments 2/ 1937 - 1970	Planned 1971	Planned 1972	Remaining Work
Water Control Structures..................	Cu. Yds.	242,602,300	28,931,023	673,380	518,000	212,479,897
Other Conservation Practices 3/...........	Acres	19,125,900	3,044,636	11,210	11,800	16,058,254
Protective Fencing........................	Miles	121,900	65,932	1,410	1,065	53,493
Undesirable Plant Control.................	Acres	16,498,800	2,413,029	74,630	123,000	13,888,141
Revegetation..............................	Acres	14,798,000	3,584,092	64,215	48,500	11,101,193
Water Developments........................	Number	85,200	42,828	1,180	975	40,217

1/ Inventory of total needs was completed by the Bureau during 1964 and reflected the total needs of the public lands as then identified. The inventory amounts include those listed under "Accomplishments".

2/ Includes all sources; Soil & Watershed, Range Improvements, Fire Rehabilitation, PL 566, and Private.

3/ Includes contour trenches, pitting, furrowing, waterspreading, streambank protection, gully control, dune control, and deep tillage.

(e) Fire Protection: FY 1971, $5,340,000; FY 1972, $5,874,000; an increase of $534,000. The increase consists of:

	Increase(+) or Decrease(-)		Total	Total	
	Amount	Positions	Program	Positions	Explanation
(1)	+$125,000	--	$622,000	--	Increased protection cost, 2.2 million acres under contract with California State Division of Forestry.
(2)	+ 425,000	+13	2,853,000	92	To improve the initial attack and support capability of the Bureau's fire protection program.
(3)	- 6,000	--	--	--	To reduce public relations services.
(4)	- 10,000	--	--	--	To decrease paperwork management costs.
	+$534,000	+13			

Cost Factors Involved in Increase

(1) Increased contract protection costs on 2.2 million acres from 22.6 cents per acre @ $497,000 to 28.3 cents per acre @ $622,000.

(2) Thirteen permanent positions at an average annual rate of $11,250, $146,000; eleven man years of temporary labor at an average annual rate of $6,300, $69,300; training, travel, and transportation of persons $50,700; radios and radio equipment $70,000; two fire trucks $12,000; fire pumps, equipment and supplies $40,000; helicopter guarantee $12,000; contract study of the effect of fire retardant on aquatic and fish life $25,000.

Need for Increase:

(1) Contract Protection Costs, $125,000: This increase is needed to pay increased contract fire protection costs for approximately 2.2 million acres of BLM land under contract for fire presuppression with the California Division of Forestry. The increase results from increased incidence of fires as well as rising costs for personnel and equipment.

(2) Improved Initial Attack and Support Capability, $425,000: The Bureau is responsible for the protection of about 400 million acres of public land from wildfire. High fire suppression costs and resource losses are, in part, attributable to a shortage of adequate fire prevention, qualified fire control managers and initial attack forces to take immediate action on fires while they are still small. Once fires are actively burning or the danger of fire outbreak is extreme, the Bureau is authorized to utilize emergency funds, hire firefighters and take emergency suppression measures. However, during emergency situations it is not possible to properly recruit, train and organize crews. In addition, contracting for equipment and supplies during an emergency situation inevitably places the government at a disadvantage. Furthermore, these activities detract from the fire suppression functions which has to be accomplished concurrently and results in many fires becoming large before effective suppression begins.

These fund and manpower requests are based upon the Bureau's fire control plan and represent a portion of the needs identified in that plan. Full implementation

of the fire plan will provide the means to locate and combat wildfires while they are still small and controllable. It will result in the reduction of: (1) overall fire fighting costs in an average year and over a period of years; (2) loss of resources resulting from large, uncontrolled fires and; (3) disruptive influences caused by project size fires.

Increases will be used to organize and train forces which can rapidly and effectively attack fires when they are small. They will be used to negotiate contracts for equipment, supplies and services before and emergency situation exists and to replace worn out or obsolete radios, pumps, trucks and other fire equipment. The additional funds will provide one full time State office and one District office firce control officer, three radio technicians, four fire control specialists, one training specialist, one dispatcher and two clerks. It will also provide for eleven temporary positions for initial attack and a trained nucleus upon which to expand forces for larger fires. Twelve thousand dollars will be used to provide the guarantee required to assure helicopters will be available when required. These actions are similar to those which proved very successful in Alaska during the 1970 fire season. The effects of fire retardant chemicals on fish or other aquatic life is unknown; $25,000 will be used to finance a study to determine possible detrimental effects.

Program of Continuing Work: The principal goal of protection is to prevent fires and to maintain the capability to control fires as rapidly as possible when they do start. Early detection and effective intial attack with adequate equipment and sufficient, well-trained manpower, including smokejumpers, is the best means of keeping fires and fire damages small.

Toward this end, the Bureau is developing an active program to provide a cadre of professionally trained personnel, an improved communication system and radio network, better fire control training, the beginning of a modernized fire equipment pool, and a limited air operations program.

Fire protection activities have suffered from poor equipment, lack of manpower, and shortage of supplies, In serious fire years, other programs have been hampered seriously due to the necessity of using personnel from these programs as fire control supervisors.

To correct these deficiencies, the Bureau has completed initial fire plans to identify the protection requirements for all resource programs. It considers fuel classes, weather factors, rate of spread, and risk in relation to value classes of the resources. When equipment, manpower, and other facilities are limited, it assists in establishing priorities for both initial attack and follow up suppression.

In Alaska, the Bureau of Land Management has the primary responsibility for fire protection on certain state and private lands as well as on all lands under the jurisdiction of the Department of the Interior.

The Boise Interagency Fire Center, a specialized joint service unit of Bureau of Land Management, U.S. Forest Service, and Weather Bureau trains and arranges backup suppression support in the form of manpower, fire control overhead, and equipment, to the Bureau, other Interior agencies, to the U.S. Forest Service, and to certain State Governments on a reimbursable contract basis.

(f) Recreation and Wildlife: FY 1971, $3,404,000; FY 1972, $3,919,000; an increase of $515,000. The increase consists of:

	Increase(+) or Decrease(-) Amount	Positions	Total Program	Total Positions	Explanation
(1)	$+ 80,000	+5	$ 80,000	5	To provide a ranger force for the California Desert.

	Increase(+) or Decrease(-)		Total	Total	
	Amount	Positions	Program	Positions	Explanation
(2)	$+150,000	+8	$1,492,000	47	To provide for improved Recreation Management.
(3)	+313,000	+5	2,347,000	86	To improve public land fish and wildlife opportunities.
(4)	- 13,000	--	--	--	To reduce public relations services.
(5)	- 15,000	--	--	--	To reduce paperwork management costs.
	$+515,000	18			

Cost Factors Involved in Increases

(1) Five positions at an average annual cost of $10,200, $51,000; training $2,000; travel and transporation of persons for field work at an average annual salary of $3,400 per position, $17,000; supplies, materials and equipment $10,000.

(2) Eight positions at an average annual cost of $10,400, $83,200; 6 man years of temporary labor at an average annual cost of $6,500, $39,000; travel and transportation of persons for field studies and investigations at an average annual cost of $2,500, $20,000; training, supplies and materials and equipment $7,800.

(3) Five positions at an average annual cost of $10,300, $51,500; 15 man years of temporary labor at an average annual salary of $6,500, $97,500; travel and transportation of permanent employees at an average annual cost of $2,000, $10,000; training, miscellaneous supplies and materials, and equipment, $14,000; contracts for development and rehabilitation of fish and wildlife habitat, $140,000.

(1) California Desert Ranger Force:

Need for Increase: Annual visitor-use on the public lands in the California Desert is increasing at about 5 times the nation-wide trend in recreation use. In 1968, about 5-million visitor days were recorded in the California Desert; yet the Bureau has staffing and facilities to handle less than 1 percent of the visitors. Consequently, virtually all recreation use of the desert is now unregulated. An inventory of off-road vehicle use areas identified 22 separate sites covering 134,000 acres and a trail distance of 940 miles. Much of this vehicular use is destructive to vegetation and soil.

Desert conditions are such that any damage, particularly to vegetation, is slow to recover. For example, in some areas the evidence of World War II military training maneuvers are still readily apparent on the desert landscape. The desert can also be very inhospitable, particularly to the inexperienced traveler and death or serious injuries are not uncommon.

Because of the problems that exist in the California Desert, $80,000 and 5 permanent positions will be used for the initial formation of a ranger force. Working in conjunction with local law enforcement agencies, this force will provide visitor safety, protection, guidance, search and rescue capability, natural resource and facility protection, fire control, and inspection of various permits for recreation activities including organized motor races and rallies on the desert public lands.

(2) Recreation Management:

Need for Increase: Recreation use of the public lands in the Western United States increases annually, at a rate that far exceeds population growth. With outdoor recreation demand linked directly to population, leisure time, transportation and personal income, the role of the public land in meeting these demands in the Western United States has increased in importance, particularly in regions such as southern California where population and economic growth is unprecedented.

Unplanned and uncontrolled use of the public lands for a variety of recreational pursuits can have a highly detrimental effect on the physical landscape, its ecology and its natural and historical features. Fires, litter, uncontrolled use of motor vehicles, water pollution, vandalism and the innocent and/or wanton taking of artifacts from the public lands are detracting from the very attributes which the recreationist seeks. To accommodate these outdoor pressures from the public, comprehensive recreation plans must be formulated which, with future recreational development and management features, will help managers satisfy these outdoor demands while minimizing the destructive influence on the lands and their resources.

$150,000 is to be used to continue recreation studies and inventories, principally in the high use areas of the California Desert and Lower Colorado River.

These studies will include analyses of archeological and historical sites so that plans can be developed to minimize vandalism and pilferage of these national assets. They will also help to identify recreation areas for future development and provide guidelines for recreation management. Studies on a part of the Salmon River in Idaho will also be made to determine whether this river should be included in the National Wild and Scenic Rivers System (PL 90=542).

(3) Wildlife Habitat Management and Development:

Need for Increase: The 480 million acres of public domain are habitat for many forms of wildlife, including numerous species listed as rare or endangered. This land is the largest single public ownership for wildlife habitat resources and yet it receives the least amount of funds for this purpose. Its potential includes the production of large and small game as well as waterfowl and fish. The Bureau administers 60,000 miles of stream and lakes and reservoirs covering 10 million acres. These waters produce important species of fish for recreation and help support a $165 million commercial fishing industry that employ 56,000 people. It is estimated that public land wildlife resources contribute 27,000 jobs to the economy of the western states.

Hunters, fishermen and the appreciative users are finding more and more private lands lost to private groups or to industrial or other type developments. The sportsman and appreciative user have turned to the public lands to satisfy their needs which now approximates over 18 million visitor days annually. Nearly 40 per cent of the 96 million acres of big game habitat in the western public domain states, excluding Alaska, 3,700 miles of stream and 700,000 acres of lakes and reservoirs are in unsatisfactory condition, being unable to maintain adequate populations of wildlife, waterfowl, or fish.

The demands of hunting, fishing and observing wildlife are growing each year while the available habitat diminishes. Some species face extinction. The Bureau will initiate programs for improving fish and wildlife habitat coupled with expanded state cooperation to increase wildlife production on the public lands. This will help accommodate an anticipated three-fold increase in both hunter and fisherman days on the public lands by 1980. Activities on anadromous fishing streams will have an influence on commerical Pacific fisheries. All habitat development will assist relatively undeveloped communities which depend heavily upon fish and wildlife resources for sportsman related income and will provide much needed opportunities for the urban sportsman.

The FY 1972 program is directed toward improving the public land fish and wildlife recreational opportunities and is carried on in close cooperation with State Fish and Game Departments and sportsman's groups. It includes studies, plans, and development and protection of habitat areas.

The Bureau's program considers two distinct users: the appreciative user, who is interested in viewing, photographing and observing wildlife; and the traditional user, the hunter and fisherman. The Bureau is responding to the appreciative group as well as the hunter and fishermen by improving habitat for species listed as rare and endangered, developing ecological demonstration areas and continuing its efforts to improve the habitat of game animals and fish.

Public Law 89-899 provided for the identification and protection of rare or endangered wildlife species. $141,000 is planned for improving the habitat of several rare or endangered species including the Tule Elk in California, Westslope Cutthroat Trout in Montana, Lahonton Trout in Oregon, Pupfish in Owens Valley, California, the Mexican Duck in New Mexico, and to conduct an inventory of rare and endangered species in the California Desert. The benefits of improving the habitat will be realized when the population of these now endangered or rare species is brought to a safe level. Approximately 45,000 visitor days of recreation use will be realized when these projects are completed.

$137,000 will be used to begin the initial development of a wildlife ecology and waterfowl area in Colorado and to improve the status of Bighorn sheep in Idaho. The ecology areas provide minimal sanitation facilities, nature trail and observation blinds from which visitors can watch and photograph wildlife which have been attracted to developed water or food in native habitat. Interpretive signs and displays will help the visitor understand the unique ecology of wildlife in their natural environment. When completed, this ecology and waterfowl area in Colorado will provide an estimated 25,000 visitor days of appreciative use annually. The Bighorn sheep population at Morgan Creek in Idaho is drastically below the levels of six to seven years ago. This program will help to reverse this undesirable trend by improving the habitat for the Bighorn sheep through brush removal, water developments and protective fencing.

Improvement of fisheries resources in Owens Valley, California, is included in the FY 1972 increases at $35,000. This project will benefit both cold water and warm water species as well as the rare and endangered pupfish. Within the first five year period after project completion, an estimated 310,000 visitor days of fishing will be produced within easy reach of the population areas of Southern California.

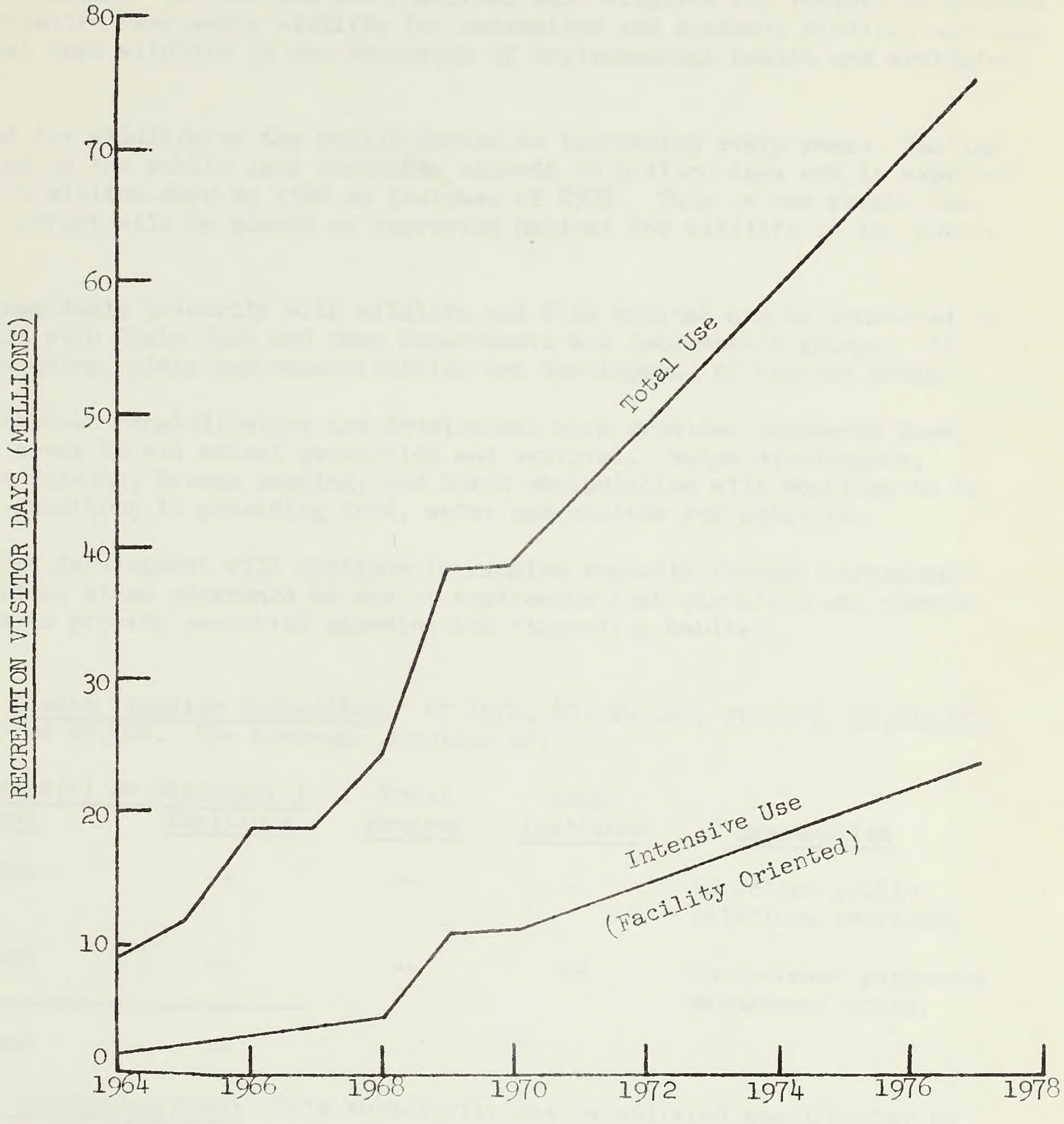
Program of Continuing Work:

Recreation Management: This program includes recreation site inventory and investigation and inventories of national systems such as wild rivers, trails and wilderness areas. Field examination, data collection, access need determination, interpretive work and program direction to both recreation planning and construction are included.

Detailed planning such as feasibility studies, impact studies and preliminary site investigations prior to design and construction will continue to be an important function of the recreation management program. This program will be coordinated with State, local and other federal agencies recreation programs in order to meet public demand, minimize conflicts and provide environmental contacts on the public recreation lands. The ultimate goal of this phase of the recreation management program is to protect the public lands and to provide the public with safe and enjoyable recreational experiences.

Recreational use of the public land is expected to be about 48 million recreation visitor days in FY 1972. This use, together with hunting and fishing, is expected to expand to nearly 75 million visitor days by FY 1977 as indicated on the Recreation Visitor Day Use Graph which appears on the next page.

RECREATION VISITOR DAYS OF USE - PUBLIC DOMAIN



Total Use	9.3	19.0	23.6	38.5	49.5	60.0	70.0	80.0
Intensive Use	2.0	3.3	4.0	10.8	14.8	18.0	21.7	25.0

Graphs based upon recreation visitor day use statistic through 1970 and straight line future projections.

Pressure for recreation on the public land will expand as the nation's population continues to grow. People are demanding an increase in outdoor recreation opportunities. The unsanitary and unsafe conditions that are becoming more apparent every day on public lands are brought about by uncontrolled use by large numbers of people desiring recreation opportunities. For this reason, BLM participation in recreation management is expected to increase.

Wildlife Habitat Management and Development: People want wildlife for many different reasons. The hunters and fisherman want wildlife for recreation reasons. The appreciative user wants wildlife for recreation and academic studies, and many people feel that wildlife is the barometer of environmental health and ecological balances.

The demand for wildlife on the public domain is increasing every year. Hunting and fishing on the public land currently exceeds 10 million days and is expected to reach 25 million days by 1980 an increase of 250%. This is one reason that continued effort will be placed on improving habitat for wildlife on the public land.

This program deals primarily with wildlife and fish habitat and is conducted in cooperation with State Fish and Game Departments and sportsman's groups. It includes studies, plans and rehabilitation and development of habitat areas.

Wildlife habitat rehabilitation and development work provides increased food, water and cover to aid animal production and survival. Water development, protective fencing, browse seeding, and bursh manipulation will continue to be important functions in providing food, water and shelter for wildlife.

Fish habitat development will continue to receive emphasis through streambank stabilization, steam clearance to assist anadromous fish migration and channel structures to provide essential spawning and fingerling habitat.

(g) Alaska Pipeline Inspection: FY 1972, $2,019,000; FY 1973, $2,012,000, a decrease of $7,000. The decrease consists of:

	Increase(+) or Decrease(-)		Total	Total	
	Amount	Positions	Program	Positions	Explanation
(1)	$-2,000	--	--	--	To reduce public relations services.
(2)	-5,000	--	--	--	To decrease paperwork management costs.
	$-7,000	--			

Program of Continuing Work: This subactivity was established specifically to provide for cost of all activities associated with inspecting and monitoring the progress of the Trans-Alaska oil pipeline. In accordance with Departmental policy, the successful pipeline right-of-way applicant must reimburse the General Fund of the Treasury for those costs which can be attributed to inspection and surveillance activities. These activities involve issuing the right-of-way permits; establishing, reviewing, and enforcing construction and operation guidelines and stipulations; pre-construction review and approval of construction and operation plans and standards; supervising actual construction; monitoring operations once construction is completed; coordinating activities of all participating Federal agencies; evaluating overall environmental effect of pipeline and attendant facilities; and conducting environmental and resource impact studies as necessary. Although it appears unlikely at this time that permits for the pipeline or the associated access road will be issued before the Spring of 1971. BLM has continued

to prepare for the start of construction. Specific projects which have been undertaken in FY 1971 include fishery resource studies, hydrologic studies for culvert and fish requirements, archeological field reconnaissance of areas where construction is to be performed, aerial photography for delineation of resource values and location of projects, review and revision of environmental stipulations, formulation and implementation of standard operating procedures for administration and field imspection, field review of proposed material sites, and development of an environmental impact statement. In addition, field surveillance of current activity is continuing.

3. CADASTRAL SURVEY

Analysis by Subactivity

Subactivity	FY 1970 Amount Available	FY 1971 Amount Available	FY 1972 Estimate	Increase (+) or Decrease (-) 1972 Compared with 1971
(a) Alaska........	$2,117,000	$2,232,000	$2,223,000	$- 9,000
(b) Other States..	3,466,000	3,755,000	4,638,000	+883,000
Total.......	$5,583,000	$5,987,000	$6,861,000	$+874,000

(a) Alaska: FY 1971, $2,232,000; FY 1972, $2,223,000; a decrease of $9,000. The decrease consists of:

Increase (+) or Decrease (-) Amount	Positions	Total Program	Total Positions	Explanation
$-3,000	-	-	-	To reduce public relations services.
-6,000	-	-	-	To decrease paperwork management costs.
$-9,000				

Program of Continuing Work: The Alaska Statehood Act granted Alaska over 104 million acres of selection rights. As of January 1969, when Public Land Order 4582 withdrew all Alaskan lands from further selection pending settlement of the Natives Claims protests, the State had selected 25.6 million acres. The selected lands must be surveyed before patents can be granted. By the end of FY 1970 6.6 million of the selected acres had been surveyed. The status of the state selections program as of June 30, 1970 is as follows:

Acres patented (survey plats compiled and approved)........		5.7 million
Pending completion of patent action........		8.4 million
Survey plats completed and approved..........	6.6 million	
Platted; survey plats pending final approval:	1.8 million	
Field surveys completed, preparation of survey plats in progress........		1.5 million
To be surveyed........		10.0 million
Total acres selected........		25.6 million

It is estimated that by the end of FY 1972 another 2.6 million selected acres will be surveyed and another 8.0 million acres will be patented. When selections resume the state is expected to select about 20 million acres initially and from one to five million acres annually thereafter.

About 65% of Alaska's survey program is for state selection work. The remainder is devoted to special surveys to provide for title transfer under public land laws. These include surveys of native townsites and allotments. In FY 1972 fifty thousand acres are scheduled for special surveys.

It is estimated that all told 1.3 million acres will be surveyed in FY 1972 leaving 348.5 million acres of public land in Alaska still unsurveyed.

Pending Native Claims Legislation: An amount of $2,500,000 will be requested by supplemental appropriation to administer the Alaskan Native Claims settlement upon passage of the legislation now pending before Congress. Of this amount $1,400,000 will be requested in this activity and $1,100,000 in Land Classification and Mineral Examination.

(b) Other States: FY 1971, $3,755,000; FY 1972, $4,638,000; an increase of $883,000. The increase consists of:

Increase (+) or Decrease (-)		Total	Total	
Amount	Positions	Program	Positions	Explanation
(1)$+750,000	+23	4,478,000	221	To improve cadastral survey capability to support resource management functions.
(2) +160,000	-	160,000	13 a/	Financing Change-to transfer Missouri River Basin Studies from Bureau of Reclamation.
(3) - 10,000	-	-	-	To reduce public relations services.
(4) - 17,000	-	-	-	To reduce paperwork management costs.
$+883,000	+23			

Cost Factors Involved in Increase

(1) Twenty-three permanent positions at an average cost of $9,800, $225,000; forty-four temporary man-years at an average cost of $5,100, $224,000; contractual services, $50,000; specialized training costs, supplies, equipment, travel and per diem, $251,000.

(1) Improved Cadastral Capability:

Need for Increase: Cadastral survey is basic to all major resource programs and is the unique responsibility of BLM. It is needed for public land sales, exchanges and transfers; easement acquisitions; timber sales; rights-of-way actions; and land and timber trespass. The Bureau's cadastral effort has been relatively level since 1965 while population growth and subsequent requests for western lands doubled the demand. Furthermore, the Forest Service Remonumentation Program and the need to establish National Park boundaries require considerable BLM effort. At present rates of accomplishment it will take the Bureau about 176 thousand man years to finish its basic survey work.

Consequently, the cadastral program is operating on a demand basis, rather than on a well-planned survey schedule. This is inefficient and can lead to substantial public losses. Financial losses to the government occur because of doubtful old surveys, particularly in timber sales and trespasses. In California, for example, a wide berth is given where old survey boundaries are ill-defined, potentially resulting in losses of between $30,000 and $55,000 per section logged. Only 40% of the value of BLM trepass timber is recovered because of the unmet need for extensive re-survey and litigation. Furthermore, uncontrolled private use of ill-defined areas can ruin recreation and other uses and lead to other serious public losses.

a/ Positions for Missouri River Basin have always been included in total BLM position and employment ceilings.

The requested increase of $750,000, 23 permanent positions and 44 temporary man-years will help to provide the capability for an orderly, well-planned long-range cadastral program. In FY 1972, an additional 571 miles of line will be run and 1,810 monuments covering 64,000 acres will be set. Because the Bureau has been uable to recruit cadastral surveyors, a part of the increase is for a training school operated by the BLM's Portland Service Center. By FY 1972 it will be in its second year of operation and is expected to graduate 40 trained surveyors. $50,000 of the increase and 3 positions are earmarked to support land case backlog reduction effort described under the Land Classification and Minerals Examination subactivity.

Considerable benefits can accrue from improved survey. It is estimated that over $30 million from timber and land values will accrue in California and Oregon from an efficiently-operating survey program. Long term benefits include more efficient management, better public relations, and prevention of further revenue losses to the government.

(2) Missouri River Basin Studies

Need for Increase: This program will include cadastral surveys and resurveys of areas contributing directly to, or affected by, water resource development. Surveys establish land boundaries for reservoirs and areas to be reclaimed, and re-establish obliterated corners to locate tracts of land and provide horizontal control for further activity such as topographic mapping. This work has been accomplished heretofore with appropriation transfers from the Bureau of Reclamation. Funds are being requested in this budget because of a financing change. This $160,000 program will provide for the survey of Bureau of Reclamation planning and development areas in the James River system of the Garrison Diversion Unit in North Dakota, the Pathfinder and Alvoca reservoirs of the North Platte System in Wyoming, and the Mid-State Division in Nebraska.

Program of Continuing Work: Cadastral survey is fundamental to any land-use application. Lands classified for disposal cannot be disposed of unless surveyed, and land designated for Federal retention cannot be properly managed unless definitely identified. Although only 110 million acres of the original public domain remain to be surveyed, much of the original survey was completed prior to 1910 and is deteriorating. Sixty five percent of the base effort in FY 1972 will be directed to resurveying pre-1910 work and establishing corners which were never actually set, or permanently preserving decaying ones. In addition, effort will continue to be devoted to the growing need for oil and gas leasing maps on the Outer Continental Shelf.

4. FIREFIGHTING AND REHABILITATION

Analysis by Subactivity

Subactivity	FY 1970 Amount Available	FY 1971 Amount Available	FY 1972 Estimate	Increase (+) or Decrease (-) 1972 compared with 1971
(a) Firefighting...	$24,398,845	$ 400,000	$ 9,400,000	$+9,000,000
(b) Rehabilitation.	391,155	600,000	600,000	---
Total........	$24,790,000	$1,000,000[a/]	$10,000,000	$+9,000,000

a/ Does not include request of $23,000,000 in supplemental funds proposed for separate transmittal.

(a) Fire Fighting: FY 1971, $400,000; FY 1972, $9,400,000; an increase of $9,000,000. The increase consists of:

	Increase(+) or Decrease(-) Amount	Positions	Total Program	Total Positions	Explanation
(1)	$+9,000,000	--	$9,400,000	--	Change from token funding to average of past several year costs.

Cost Factor Involved in Increase

(1) Increase was derived from averaging actual fire costs over a period of several years.

Need for Increase: The amount requested reflects the average cost of actual fire suppression over a four year period. This will greatly reduce the need for cumbersome, time-consuming temporary transfers from other bureaus to finance fire fighting costs until a supplemental appropriation is obtained. The increase will not eliminate the need for temporary use of other appropriations to cover fire costs, but barring an abnormally bad year it would substantially alleviate the need for administrative adjustments and subsequent supplemental appropriations.

Program of Continuing Work: Funds will be used for emergency presuppression and suppression of fires starting on or threatening the public lands.

In its fire control efforts, the Bureau cooperates closely with other agencies to reduce losses from fires. Improved fire fighting techniques, equipment and materials are constantly being adopted. The national fire danger rating system, infrared imagery for detection and mop-up, high altitude thunderstorm detection, air-drop of water and chemical fire retardants and the use of smokejumpers and aircraft are among the measures used to increase fire fighting effectiveness.

Regular salaries of permanent employees used on an emergency basis during the regular duty hours for fire suppression are not included in this estimate, since these salaries are already budgeted in other activities providing for program work.

Alaska experienced one of the worst seasons on record during the spring of 1970; however; improved fire fighting capability and cool, damp weather combined to hold fire losses considerably below 1969 levels. Fire supplemental for FY 1971 fire suppression is now estimated at $23 million including $6.3 million which were carried forward from prior years.

(b) Fire Rehabilitation: FY 1971, $600,000; FY 1972, $600,000; no change.

Program of Continuing Work: Under this subactivity, the Bureau conducts emergency rehabilitation work in burned areas to reduce resource and economic losses. Without adequate and timely rehabilitation after wildfires, the exposed soil is vulnerable to accelerated erosion, streams become silted and polluted with fire debris, watersheds are seriously damaged and water retention and production may be permanently impaired. Prompt protection of the soil mantle through re-establishment of vegetal cover maintains productivity of the lands and retards the invasion of undesireable vegetation.

The requested program level should provide an adequate program for a typical fire year; however, if more extensive damage occurs in a critical fire year the work will require supplemental funds.

5. GENERAL ADMINISTRATION

Activity	FY 1970 Amount Available	FY 1971 Amount Available	FY 1972 Estimate	Increase (+) or Decrease (-) 1971 Compared with 1970
General Administration	$2,457,036	$2,501,000	$2,501,000	---

General Administration: FY 1971, $2,501,000; FY 1972, $2,501,000, no change.

Program of Continuing Work: The general administration activity includes the executive direction and administrative support functions consisting of financial management, personnel management, management analysis, procurement and property management.

Heavy emphasis is placed upon the use of automated systems to accomplish repetitious and routine support work such as payrolling, maintaining ledgers and accounts, preparing monthly management reports and maintaining current information on the progress of work programs and the status of operating budgets, and to provide management with necessary administrative support services. The objective is to provide adequate professional administrative support to all Bureau programs. Appropriations which receive common services from general administration will continue to be charged at the rate of five percent to the benefiting activity.

Personnel Summary

	1970 Actual	1971 Estimate	1972 Estimate
Total number of permanent positions....	3,120	3,155	3,275
Full-time equivalent of other positions	2,062	653	1,114
Average number of all employees........	5,037	3,657	4,269
Average GS grade.......................	8.9	8.9	8.9
Average GS salary......................	$11,708	$11,637	$11,637
Average salary of ungraded positions...	$ 9,010	$ 9,048	$ 9,048

ITEMIZATION OF ESTIMATE

Management of Lands and Resources

	Actual 1970	Estimate 1971	Estimate 1972	Increase (+) Decrease (-)
Program and Financing:				
Total obligations........	$81,424,463	$61,072,000	$72,970,000	$+11,898,000
Unobligated balance lapsing.................	173,556	---	---	---
Unobligated balance transferred to other accounts................	---	---	---	---
Transferred to other accounts................	92,981	690,000		-690,000
Transferred from other accounts................	---	---	---	---
Pay Cost Supplemental....	---	-2,657,000	---	+2,657,000
Pay Cost (PL.91-305).....	-580,000	---	---	---
Appropriation............	81,111,000	59,105,000	72,970,000	+13,865,000
Obligation by Objects:				
11.0 Personnel compensation...............	49,834,000	40,163,000	44,911,000	+ 4,748,000
12.1 Personnel benefits: Civilian employees...	4,120,000	4,150,000	4,358,000	+ 208,000
21.0 Travel and transportation of persons.	3,665,000	3,260,000	3,796,000	+ 536,000
22. Transportation of things..............	3,061,000	1,597,000	2,623,000	+ 1,026,000
23.0 Rent, communications, and utilities.	2,372,000	2,180,000	2,593,000	+ 413,000
24.0 Printing and reproduction.............	409,000	412,000	413,000	+ 1,000
25.0 Other services.......	8,098,463	6,137,000	8,849,000	+ 2,712,000
26.0 Supplies and materials...........	8,540,000	1,931,000	3,936,000	+ 2,005,000
31.0 Equipment...........	1,302,000	1,292,000	1,524,000	+ 232,000
32.0 Lands and structures.	5,000	---	---	---
42.0 Insurance claims and indemnities......	63,000	---	17,000	+ 17,000
Subtotal.............	81,469,463	61,122,000	73,020,000	+11,898,000
95.0 Quarters and subsistence charges.....	- 45,000	- 50,000	- 50,000	---
Total Obligations........	$81,424,463	$61,072,000	$72,970,000	$+11,898,000

CONSTRUCTION
& MAINTENANCE

CONSTRUCTION AND MAINTENANCE

Appropriation, 1971		$ 3,310,000
Unobligated balance from prior years		134,000
Total available for obligation		3,444,000
Decreases:		
Construction of buildings and recreation facilities	$1,088,000	
Maintenance of buildings, recreation facilities and roads	2,356,000	3,444,000
Subtotal		---
Increases:		
Construction of buildings and recreation facilities	1,634,000	
Maintenance of buildings and recreation facilities and access roads	2,726,000	
Total available for obligation		4,360,000
Less: Unobligation balance from prior years		---
Budget Estimate, 1972		4,360,000

Analysis by Activities

		Fiscal Year 1972				
Activity	Amount Available 1971	Estimated Total Available	Unobligated Balance from 1971	Budget Estimate	Total Available 1972 compared to total available 1971	Page ref.
1. Construction	$1,088,000	$1,634,000	---	$1,634,000	+$ 546,000	
2. Maintenance	$2,356,000	$2,726,000	---	$2,726,000	+ 370,000	
Total	$3,444,000	$4,360,000	---	$4,360,000	+$ 916,000	

1. Construction: FY 1971, $1,035,000; FY 1972, $1,634,000; $599,000 increase from the FY 1971 appropriation, exclusive of carryover funds. This program provides for the construction of (a) buildings and (b) recreation facilities.

   (a) Buildings: FY 1971, $300,000; FY 1972, $370,000 an increase of $70,000 from FY 1971 availability, exclusive of carryover funds.

The FY 1972 building construction program consists of the following items:

Boise Interagency Fire Center	- $ 100,000
Pollution Control at Several Alaskan Administrative Sites	- 190,000
Survey and Design of Administrative Complex, Alaska	- 80,000
Total	- $ 370,000

Boise Interagency Fire Center - The Boise Interagency Fire Center (BIFC) was initiated in FY 1967 to more efficiently combat range and forest fires in the western states and Alaska. Through the facilities at BIFC, the Bureau can organize, house, feed, and equip fire suppression crews for fire control on lands of the Bureau, Forest Service, Bureau of Indian Affairs, BSF&W, National Park Service, and state governments. Since 1967, the BIFC has processed crews to assist in 514 fires both in Alaska and the western states. During the 1970 fire season, it participated in 118 BLM fires, 75 Forest Service fires and 12 fires on other Federal and State owned lands.

Support for these fires in 1970 required the processing of almost 10 thousand fire fighting personnel, the handling of over 200 thousand pounds of cargo and the control of over 13 thousand hours of aircraft flight time.

Since the initial survey and design effort in FY 1967, $3,355,000 has been allocated for construction of this key fire protection facility. Features proposed for construction in FY 1972 include:

Development of Crew Training Areas	- $56,000
Trailer Pads, and Operating Improvements	- 21,000
Landscaping and watering system for building grounds	- 15,000
Engineering, Supervision and Contingencies	- 8,000
Total	$100,000

The above items will complete the facilities previously initiated and will contribute to the appearance and utility of the fire center. A proposed aircraft hangar, approach ramps and associated site development, supervision and engineering remain to be programmed in a subsequent fiscal year.

Pollution Control and Abatement - Administrative sites at Fort Yukon and Galena, Alaska lack proper sewage facilities. Treatment is required as a part of a government-wide effort to control pollution from Federally operated facilities. Expedients such as outdoor showers, outdoor privies and soaking pits for disposal of waste water are grossly inadequate and result in the pollution of groundwater supplies as well as surface pollution. Temporary stationing of 200 or more emergency fire fighters at these administrative sites compound pollution and health hazards to BLM employees and near by communities. The McGrath Station is characterized by a sewage system which discharges raw effluent into open water within 200 feet of the facility. Unsatisfactory sanitation conditions also exist at Bureau owned sites in Glennallen, Delta, and Tanacross,

Alaska for which survey and design must be accomplished prior to corrective action in Fiscal year 1973.

Work planned in FY 1972 to correct and abate pollution from these Federal facilities is as follows:

Location	Feature	FY 1972 Cost
Ft. Yukon Alaska	25 man capacity shower, wash and toilet building; construction of well with chlorinator and installation of a sanitary septic system.	$ 78,000
Galena, Alaska	25 man capacity shower, wash and toilet building; construction of a sanitary septic system.	90,000
McGrath, Glennallen, Delta & Tanacross, Alaska	Survey and design for replacement, or improvement of sewage disposal systems.	22,000
	Total	$190,000

Fairbanks Complex - The Fairbanks District office facilities are not providing needed safety and shelter for the public and for the personnel and equipment required to operate Bureau's activities in the Fairbanks area. Employees must now use warehouse space and rented trailer houses for office work. BLM must store expensive equipment and supplies in unheated buildings and in the open. The resulting cost in rent, lost efficiency and damaged or lost equipment is prohibitive. The helicopter operation is unsafe, being located close to and in direct line with the Fairbanks International Airport runway. The operation must be moved and additional space has to be provided if this office is to function effectively and in an efficient manner.

The $80,000 proposed in this budget would be used to accomplish the following:

- Develop an overall plan for the proposed complex which will entail a determination of what services will be required and what facilities will best accommodate these needs: this would include the type, number, needed space and juxtaposition of buildings and other facilities to best meet the overall operational requirements.

- Conduct detailed site investigations, and feasibility studies from which preliminary site plans and overall layout of the complex would be based.

- Initiate design phase of project.

The functions enumerated above are important, initial steps toward the development of a new facility at Fairbanks, Alaska. It will also provide the basis upon which to project accurate cost estimates for the construction features.

(b) Recreation Facilities: FY 1971, $735,000; FY 1972, $1,264,000; an increase of $529,000 over FY 1971, exclusive of carryover funds.

Need for Increase: The overall supply-demand picture for public land recreation is not favorable. By the end of FY 1971, public land sites will provide

approximately 2,620 family units capable of accommodating 1,205,000 visitor days per year. Based on current recreation trends, it is estimated that by 1977 an annual capacity of 23,000,000 visitor days will be needed to provide the minimum basic requirements on the public lands. These projections are straight-line relationships of past facility oriented recreational use. Curvilinear projections would more than double the 1977 intensive use estimates.

Millions of Americans are now using the public lands for camping, picnicking, hiking, rock collecting, motorcycling, hunting, fishing, water sports and many other kinds of recreation. They find little or no development to accomodate their basic needs. Consequently, the land itself is abused, streams are polluted, trash is scattered over the ground, wildfires result from campfires built in fire danger areas, and the lack of toilet and sanitation facilities creates hazards to health.

As tourist mobility, income and leisure time increase, all types of recreation use on the public lands will climb to an estimated 75 million visitor days by 1977. The majority of this use will occur in undeveloped areas of the public lands causing abuse and damage to the resource and detracting from the very values which those who use or visit them seek.

The increase will provide facilities in areas where the supply of public facilities is deficient in relation to the existing demands. The proposed sites were selected with particular emphasis on areas which are within reach of the urban dweller and are receiving heavy, uncontrolled use.

Since the land administered by the Bureau of Land Management represents the largest acreage in the nation already in Federal ownership, the total development costs are greatly reduced.

Plan of Work: The FY 1972 projects are listed and described below:

FY 1972 Projects for Recreation Construction

Project	State	County	FY 1972 Cost Est.	FY 1972 Family Units
Lower Colorado River Complex	California Arizona	Imperial Yuma	$500,000	450
California Desert (Imperial Dunes)	California	Imperial	200,000	200
Skookumchuck (Sanitation Improvements at existing site)	Idaho	Idaho	15,000	---
Red Rocks	Nevada	Clark	134,000	60
Rio Grande	New Mexico	Taos	80,000	---
South Pass	Wyoming	Fremont	80,000	40
Pollution Control and Potable Water Development at six Campgrounds	Alaska		105,000	---
Survey and Design all States			150,000	---
Total			$1,264,000	750

Lower Colorado River - The Lower Colorado River is located in the center of a population triangle represented by the greater Los Angeles - San Diego areas of California, Phoenix, Arizona and Las Vegas, Nevada. With 265 miles of river, the region attracts over 4 million visitor days annually. Existing facilities are grossly inadequate to accommodate the heavy influx of weekend and long term recreationists resulting in over-crowded and congested existing sites, inadequate sanitation, and contamination of the river and adjoining shores. Development plans will provide approximately 450 family units, water systems, toilets, and parking.

California Desert - The Imperial Dunes is in an area of active sand dunes which attact an estimated 200,000 visitors each year. Within a short distance of the Lower Colorado River, these majestic dunes are used for a variety of recreational pursuits, particularly by four-wheel drive enthusiasts. Lacking any development at present, plans for this area include 200 family picnic-campsite units oriented to the dune buggy user with appropriate parking and sanitation facilities.

Skookumchuck - Skookumchuck is an existing site located in west-central Idaho adajacent to U.S. Highway 95. The present toilet facilities at this campground are inadequate to accommodate visitation. Built in 1964 as an accelerated public works project, the existing vault type structures create a sanitation problem which compounds BLM's maintenance workload. In FY 1972, these toilet facilities are scheduled for replacement.

Red Rocks - Red Rocks is a region of spectacular color and scenic beauty. located on the outskirts of Las Vegas, Nevada, it has been used as a backdrop for at least one major motion picture. The proposed development in FY 1972 will be the Rocky Gap Campground, one of several sites within the Red Rocks Complex. At present, the site is used by some 43,000 annual visitors. Upon completion of the 40 family units, water system, toilets, internal roads and parking, the site will help accommodate the anticipated 83,000 visitors.

Rio Grande - This project is located within the boundaries of the Rio Grande Wild & Scenic River, established by Public Law 90-542. At present, this river under the Bureau's administration draws about 167,00 visitor use days a year; it is projected to climb to 500,000 when development is complete. Plans in FY 1972 provide for water developments, headquarters building and storage, utilities, protective fencing and walls, signs and other features to promote visitor safety and management.

South Pass - This site is located in Wyoming's South Pass Historic mining area. Heavy use exists in the area even though no recreation or sanitary facilities exist in the area. Present visitor use days in the area is 13,000 the projected visitor use days at the completion will be 34,000. The completed project will provide for 40 family units and adequate parking and sanitary facilities.

Pollution Control and Water Development at Alaskan Campgrounds - A number of previously developed sites in Alaska are characterized by a lack of potable water and inadequate pit-type toilet facilities. Use of open water sources has led to illness of campground visitors. This situation is aggrevated by water pollution from the poorly constructed toilet facilities. The proposed program for FY 1972 will provide 6 vault type toilets, six water developments and sanitary dump areas at six separate campgrounds in Alaska.

2. Maintenance: FY 1971, $2,275,000; FY 1972, $2,726,000; an increase of $451,000 over the amount available in FY 1971, exclusive of carryover funds.

    (a) Maintenance of Buildings: FY 1971, $265,000; FY 1972, $361,000; an increase of $96,000 over 1971 exclusive of carryover funds.

Increase (+) or Decrease (-) Amount	Positions	Total Program	Total Positions	Explanation
+$96,000	+2	+$361,000	11	To provide for maintenance of new BIFC facilities and to upgrade existing facility maintenance.

Cost Factors Involved in Increase

Two full-time permanent positions at an average annual salary of $9,000, $18,000; eight man years of temporary labor at an average annual salary of $6,000, $48,000; supplies, equipment and material $18,000; contractual maintenance services $12,000.

Need for Increase - Increases in Building Maintenance will provide for the maintenance of newly completed facilities at Boise Interagency Fire Center. An increase of $30,000 is required to provide the necessary care and protection for the Barracks Building, Mess Hall, and Parachute Loft. This increase will provide a total of $45,000 for annual maintenance of the BIFC complex. The remaining increase of $66,000 is needed because of rising maintenance costs, level funding over the past several years, and advancing age of many Bureau facilities. These funds will be used to upgrade the level of maintenance on as many as 126 buildings covering 142,000 square feet, 365,000 square feet of yards and parking lots. In addition, hazardous loading docks will be made safe with a part of the increase in the first year.

(b) Operation and Maintenance of Recreation Facilities - FY 1971, $985,000, FY 1972, $1,260,000, an increase of $275,000.

Increase (+) or Decrease (-) Amount	Positions	Total Program	Total Positions	Explanation
(1) $+75,000	+1	+$200,000	+4	To continue the impetus of the Johnny Horizon anti-litter program.
(2) +200,000	+3	+$583,000	+13	To provide maintenance for developed recreation sites.
$+275,000	+4			

Cost Factors Involved in Increase

Four full-time permanent positions at an average annual salary of $10,700, $43,000; nine man years of temporary labor at an average salary of $6,000, $54,000; litterbags, decals, films, exhibits and other promotional items $61,000; maintenance supplies and equipment $35,000; contractual maintenance and clean-up services $82,000.

Need for Increase:

(1) The Johnny Horizon Program - The Johnny Horizon Campaign is designed to encourage the public to respect their outdoor surroundings and enlist public support in keeping the lands, road sides and watercourses free from litter. Litter is costly both in terms of required clean-up and in the very real depreciation of the quality of our outdoor surroundings. Preventive measures coupled with rallying local volunteer help in a public land cleanup effort is to be expanded through the highly successful Johnny Horizon program. In its first year or two, the Johnny Horizon Campaign has found a response in a public increasingly concerned about environmental quality. It has received support in

a number of national publications, nation-wide clubs and hundreds of local organizations. It is also receiving support by well-known celebrities such as Burl Ives, the famous folksinger who has lent his name and talents to the campaign. Johnny Horizon has been the subject of a recent nation-wide television program which featured Mr. Ives and a representative of this Bureau. Nine Governors declared Johnny Horizon days in their respective states. Hard dollar contributions in voluntary manpower and equipment amounted to at least $350,000 in calendar year 1969.

It is important not only to sustain the momentum already achieved, but also to broaden the program in key areas such as the public school systems and organized clubs by providing films, classroom kits and other promotional materials.

(2) Developed Site Maintenance - The increase of $200,000 is intended to upgrade maintenance schedules at developed recreation sites and to provide maintenance at newly developed ones. At present, the Bureau has approximately 135 recreation sites, exclusive of the O&C sites of western Oregon. The growth in the use of these sites by recreationists has required more frequent maintenance schedules in order to keep these facilities safe, attractive and enjoyable for the public. A growing incidence of vandalism has also placed heavier demands on the maintenance burden.

In addition to the existing sites, five new sites are scheduled for construction in FY 1971 which will require full maintenance in the following fiscal year.

Program of Continuing Work: Routine facility maintenance is regularly scheduled to protect the original investment and to keep the facilities safe, sanitary and attractive for public use. In FY 1972 about 2,620 family units will be maintained.

In addition the Bureau will provide continuing cleanup on about 700 undeveloped recreation sites and several hundred miles of roadside.

(c) Maintenance of Roads: FY 1971, $1,025,000; FY 1972, $1,105,000; an increase of $80,000 over FY 1971 exclusive of carryover funds.

Increase (+) or Decrease (-) Amount	Positions	Total Program	Total Positions	Explanation
+$80,000	--	+$1,105,000	48	To provide for periodic maintenance on BLM roads and trails.

Cost Factors Involved in Increase

Two man years of temporary labor at an average annual salary of $6,000, $12,000; rental of road maintenance equipment, $34,000; contractual maintenance services $34,000.

Need for Increase - The Bureau has approximately 47,000 miles of road, most of which are in a deteriorating state. An annual construction program which provides additional road, together with the use of more miles of road without comparable increases in maintenance funds has severely strained available road maintenance funds. As little as 13% of the Bureau roads are being maintained in some areas. Geometrically increasing recreation use of dirt roads has necessitated semi-annual maintenance requirements for roads which were formerly worked on biannually. Erosion resulting from inadequate maintenance washes away large amounts of soil each year. Unmaintained roads inhibit efficient management of the land by making access difficult and time-consuming.

Adequate maintenance on approximately 200 miles of new road and increased schedules on high demand existing roads will result in more efficient land

management activities, more efficient travel, and a reduction of vehicle and equipment damage. Since Bureau roads are generally open to the public, adequate road maintenance would involve less hazard to the users and reduce the chance of adverse court decisions and liability for the government. Public criticism can be moderated. Useable roads can encourage public driving and use in areas that would suffer site damage by off-the-road vehicular traffic.

Program of Continuing Work: The Bureau's most heavily used roads and trails are maintained in a safe and passable state.

The FY 1972 program plans are for 5,200 miles of preventive and 800 miles of corrective maintenance. Substandard roads will receive nominal maintenance: appropriate ones will be programmed for future improvements or reconstruction. The Bureau's road inventory and annual maintenance plan provides the basis for the estimates.

Personnel Summary

	1970 Actual	1971 Estimate	1972 Estimate
Total number of permanent positions.......	91	99	106
Full time equivalent of other positions...	58	58	72
Average number of all employees..........	115	145	166
Average GS grade.........................	8.9	8.9	8.9
Average GS salary........................	$ 11,708	$ 11,637	$ 11,637
Average salary of ungraded positions......	$ 9,010	$ 9,048	$ 9,048

ITEMIZATION OF ESTIMATE

Construction and Maintenance

	Actual 1970	Estimate 1971	Estimate 1972	(+)Increase (-)Decrease
Program and Financing:				
Total obligations........	$2,962,000	$3,444,000	$4,360,000	$+916,000
Unobligated balance available start of year....................	-197,000	-134,000	---	+134,000
Unobligated balance available end of year...	134,000	---	---	---
Transferred from other accounts................	---	---	---	---
Appropriation.............	$2,899,000	$3,310,000	$4,360,000	$1,050,000
Obligation by Objects:				
11.0 Personnel compensation................	1,092,000	1,396,000	1,582,000	+186,000
12.1 Personnel benefits: Civilian employees...	78,000	112,000	127,000	+ 15,000
21.0 Travel and transportation of persons.	77,000	83,000	88,000	+5,000
22.0 Transportation of things...............	127,000	150,000	165,000	+15,000
23.0 Rent, communications, and utilities........	17,000	20,000	25,000	+5,000
24.0 Printing and reproduction..............	28,000	32,000	36,000	+4,000
25.0 Other services.......	375,000	416,000	513,000	+97,000
26.0 Supplies & materials.	266,000	374,000	435,000	+61,000
31.0 Equipment............	74,000	80,000	85,000	+5,000
32.0 Lands & Structures...	825,000	781,000	1,304,000	+523,000
42.0 Insurance claims & indemnities..........	3,000	---	---	---
Total Obligations.........	$2,962,000	$3,444,000	$4,360,000	+916,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Public Land Development Roads and Trails

Contract Authority and Liquidation Program

	Contract Authority Available	Obligations	Net Unpaid Obligations, Prior Year	Total Obligations	Expenditures	Net Unpaid Obligations Carried Forward
			Fiscal Year 1970			
Public Lands Development Roads and Trails (Total).....	$13,026,431	$3,094,959	$1,120,689	$4,215,648	$3,876,070	$339,578
			Fiscal Year 1971			
Public Lands Development Roads and Trails (Total).....	14,931,472	3,837,000	339,578	4,176,578	3,937,000	239,578
			Fiscal Year 1972			
Public Lands Development Roads and Trails (Total).....	21,094,472	4,000,000	239,578	4,239,578	3,200,000	1,039,578

PUBLIC LANDS DEVEL.
ROADS & TRAILS

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS

Liquidation of Contract Authorization

Analysis by Activities

Activity	Actual 1970	Estimate 1971	Estimate 1972	Increase or Decrease
Public Lands Development Roads and Trails........	$3,500,000	$3,500,000	$3,200,000	-$300,000

Status of Cash Authorization for Liquidation of Contract Authorization

	1970	1971	1972
Appropriation....................	$3,500,000	$3,500,000	$3,200,000
Unexpended balance brought forward.........................	1,007,120	631,050	194,050
Total Available...........	4,507,120	4,131,050	3,394,050
Less: Expenditures.............	3,876,070	3,937,000 a/	3,200,000 a/
Unexpended balance........	$ 631,050	$ 194,050	$ 194,050

a/ Estimated

Need for Liquidating Cash: The Public Lands Development Roads and Trails (PLDR-&T) Program derives its obligating authority from the contract authority contained in the various Federal Aid Highway Acts; however, an appropriation of liquidating cash is required to make contract payments.

Since the first time that contract authority was provided in the Federal Aid Highway Act of 1962, the cumulative liquidating cash appropriation has been less than the cumulative amount of programmed budget authority. This approach is possible because of the time lag which usually occurs in construction projects between the date of contract obligation and the subsequent date of disbursement of funds to make progress payments under the contract.

The accompanying table shows the relationships among contract authority, the amount of programmed new budget authority (NBA) and the appropriation of liquidating cash.

RECAPITULATION OF PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS STATUS OF NBA AND CASH

Fiscal Year	New Budget Authority Authorized by the Federal Aid Highway Acts (in $1,000's)	Programmed New Budget Authority (in $1,000's)	Liquidating Cash Appropriation (in $1,000's)
1963	2,000	-	-
1964	4,000	2,000	760
1965	2,000	2,500	2,500

RECAPITULATION OF PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS STATUS OF NBA AND CASH (Cont.)

Fiscal Year	New Budget Authority Authorized by the Federal Aid Highway Acts (in $1,000's)	Programmed New Budget Authority (in $1,000's)	Liquidating Cash Appropriation (in $1,000's)
1966	2,000	2,000	2,000
1967	3,000	2,000	2,000
1968	5,000	3,000	2,600
1969	3,500	3,320	3,500
1970	5,000	4,000	3,500
1971	5,000	2,500	3,500
1972	10,000	4,000	3,200
Total	41,500	25,320	23,560

Unprogrammed Contract Authorization at end of FY 1972 - $16,180 thousands
Unfunded Contract Authorization at end of FY 1972 - $17,940 thousands

Planned Use of Contract Authority - FY 1972 The Bureau obligation program will permit road grading of 82 miles, road surfacing of 97 miles, trail construction of 44 miles and construction of 2 bridges. The estimate also includes funds to accomplish survey and design for future roads and trails.

An adequate road and trail system is essential to the public use and proper management and protection of 453 million acres of public land administered by the Bureau. Most of the land is presently accessible only by primitive roads and many millions of additional acres are completely inaccessible because of lack of easements across surrounding private lands.

Construction standards vary from single-lane graded dirt roads for fire control to double-lane surfaced roads to meet multiple resource needs and intensive recreation access. The major portion of the existing transportation system consisting of almost 50,000 miles does not meet present use standards and many roads can be used only seasonally. To rectify this situation, these roads should be improved or reconstructed to bring them to a design standard consistent with present day usage.

A summary of the programmed authority for FY 1972 by State is as follows:

Alaska	$ 31,500
Arizona	179,400
California	341,000
Colorado	238,000
Idaho	245,000
Montana	195,000

Nevada	$ 580,000
New Mexico	268,500
Oregon	279,000
Utah	680,000
Wyoming	50,600
Survey and Design and Easement Acquisition	912,000
TOTAL	$4,000,000

Personnel Summary

	1970 Actual	1971 Est.	1972 Est.
Total number of permanent positions	88	88	88
Full-time equivalent of other positions	33	39	39
Average number of all employees	117	123	123
Average GS grade	8.9	8.9	8.9
Average GS salary	$11,708	$11,637	$11,637
Average Salary of ungraded positions	$ 9,010	$ 9,048	$ 9,048

ITEMIZATION OF ESTIMATE

Public Lands Development Roads and Trails

	Actual 1970	Estimate 1971	Estimate 1972	Increase (+) Decrease (-)
Program and Financing:				
Total obligations.......	$3,094,959	3,837,000	4,000,000	+163,000
Unobligated balance available start of year....................	-8,026,431	-9,931,472	-11,094,472	-1,163,000
Unobligated balance available end of year....................	9,931,472	11,094,472	17,094,472	+6,000,000
Unfunded balance, start of year................	8,140,000	9,640,000	11,140,000	+1,500,000
Unfunded balance, carried forward.................	-9,640,000	-11,140,000	-17,940,000	-6,800,000
Appropriation to liquidate contract authorization................	3,500,000	3,500,000	3,200,000	-300,000
Obligations by Objects:				
11.0 Personnel compensation.............	1,250,000	1,314,000	1,314,000	---
12.1 Personnel benefits: Civilian employees.	82,000	85,000	85,000	---
21.0 Travel and transportation of persons	137,000	141,000	141,000	---
22.0 Transportation of things............	84,000	86,000	86,000	---
23.0 Rent, communications, and utilities......	11,000	12,000	12,000	---
24.0 Printing and reproduction............	2,000	3,000	3,000	---
25.0 Other services.....	140,959	201,000	250,000	49,000
26.0 Supplies & Materials	83,000	90,000	90,000	---
31.0 Equipment..........	23,000	17,000	17,000	---
32.0 Lands & structures.	1,282,000	1,888,000	2,002,000	114,000
Total Obligations.......	$3,094,959	$3,837,000	$4,000,000	$163,000

O & C GRANT LANDS

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and California Grant Lands

Estimates Appropriation, 1971		$ 18,000,000
Unobligated balance from prior years (included in this unobligated balance is $1,142,065 for Forest Service)		4,146,887
Total available for obligation		22,146,887
Decreases:		
Construction and acquisition (included in this amount is $3,530,333 for Forest Service)	$14,086,831	
Forest development, protection, and management (includes $111,732 for Forest Service)	5,510,741	
Operation and maintenance	2,549,315	
Subtotal		22,146,887
Increases:		
Construction and acquisition (included in this amount is $2,526,000 for Forest Service)	$10,620,000	
Forest development, protection, and management (includes $111,000 for Forest Service)	5,597,000	
Operation and maintenance	2,783,000	
Total available for obligation		19,000,000
Less: Unobligated balance from prior years		---
Budget estimate, 1972		$19,000,000

OREGON AND CALIFORNIA LANDS

Analysis by Activities

	Amount available 1971	Fiscal Year 1972 Estimated total available	Fiscal Year 1972 Unobligated balance from prior years	Fiscal Year 1972 Budget estimate	Total available 1972 compared to total available 1971	Page ref.
1. Construction and acquisition........	$14,086,831	$10,620,000	---	$10,620,000	$-3,466,831	57
2. Forest development protection & mgmt..	5,510,741	5,597,000	---	5,597,000	+ 86,259	67
3. Operation and maintenance........	2,549,315	2,783,000	---	2,783,000	+ 233,685	68
Total..................	$22,146,887	$19,000,000	---	$19,000,000	$-3,146,887	

JUSTIFICATION

Appropriation Title

Oregon and California Grant Lands $19,000,000

Under this title an amount equal to 25% of the gross receipts from sales of timber and other products on the revested Oregon and California Railroad Grant Lands is appropriated for the construction, acquisition, operation, and maintenance of access roads and other improvements and for forest management, reforestation and protection of the BLM administered lands in Western Oregon.

The estimate for FY 1972 for this appropriation is $19,000,000, an increase of $1,000,000 over FY 1971, exclusive of carryover funds.

1. Construction and Acquisition $10,620,000

The FY 1972 estimate of $10,620,000 is an increase of $415,000 over FY 1971 exclusive of carryover funds. The program is for construction of access roads and recreation facilities in Western Oregon.

The analysis of new budget authority, total availability, and the obligation program follow in tabular form on the following page.

1. Construction and Acquisition Activity - Analysis of FY 1971 and FY 1972 Funding by Subactivity and Agency

Subactivity and Agency	FY 1971 NBA Estimate	FY 1970 Carryover Funds Available in FY 1971	FY 1971 Obligation Program	FY 1972 NBA Estimate	FY 1972 Obligation Program	Change in NBA FY 1971 to FY 1972
(a) Access Roads						
1. Bureau of Land Management	$7,194,000	$2,387,523	$9,581,523	$7,144,000	$7,144,000	$- 50,000
2. Forest Service	2,320,000	649,307	2,969,307	2,080,000	2,080,000	- 240,000
Subactivity Total	9,514,000	3,036,830	12,550,830	9,224,000	9,224,000	- 290,000
(b) Recreation Facilities						
1. Bureau of Land Management	619,000	355,975	974,975	950,000	950,000	+ 331,000
2. Forest Service	72,000	489,026	561,026	446,000	446,000	+ 374,000
Subactivity Total	691,000	845,001	1,536,001	1,396,000	1,396,000	+ 705,000
Activity Total	10,205,000	3,881,831	14,086,831	10,620,000	10,620,000	+ 415,000

(a) Access Roads - $9,224,000

The amount of $9,224,000 includes $2,080,000 for the Forest Service. The BLM amount of $7,144,000 is a decrease of $50,000 compared to the amount available for 1971, exclusive of carryover funds. These funds will be used for survey and design, rights-of-way, agreements, and acquisition of easements as well as construction, improvement, and acquisition of roads and bridges in support of the management of the O&C revested lands in western Oregon.

The access road system must be planned sufficiently ahead of actual sales to provide access to undeveloped areas of mature, over-mature, decadent, and scattered salvage timber stands to insure a well-balanced schedule of timber harvest. Access affords bidding opportunities to all prospective timber buyers.

During FY 1972 the BLM portion is planned to accomplish 22 miles of surfacing and 75 miles of grading. Rock production for road repair and surfacing and construction of bridges and culverts is also included.

The Forest Service road construction amount of $2,080,000, is a decrease of $240,000 over FY 1971 exclusive of carryover.

(b) Recreation Construction - $1,396,000

The estimate includes $950,000 for BLM recreation construction, an increase of $331,000 over the amount available for 1971, exclusive of carryover funds. The Forest Service recreation construction amount is $446,000, an increase of $374,000 over FY 1971 exclusive of carryover.

Access roads have opened many previously remote areas with high recreation value. Increasing use of these areas by the public creates fire and pollution hazards which endanger both the resources and the using public. The program attempts to minimize or eliminate these hazards by providing potable water and sanitary picnic and camping facilities in carefully selected areas.

Analysis indicates that western Oregon will have a facility supply deficit of 390,000 one-time-use capacity by 1976. Approximately 80,000 additional OTU's of camping and picnicking capacity will be needed to meet the recreation demands of 1976. State, counties and other federal agencies are developing facilities to help meet this demand. The FY 1972 program will provide approximately 127 family units at two sites which, together with related improvements will provide 1,550 OTU's of developed capacity. These facilities are primarily oriented toward camping and picnicking use adjacent to popular water-based recreational attractions in Western Oregon. Funds are also provided for the survey, design and associated planning functions for future O&C recreational developments.

Details of the construction and acquisition program are shown in the following tables:

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1971 Program
Construction and Acquisition

Availability:		
Unobligated balance as of 6/30/70, brought forward............... (included in this unobligated balance is $ 1,138,333 for Forest Service)		$3,881,831
Estimated warranted authorization, FY 1971......................		10,205,000
Less: Unobligated balance, end of year FY 1971..................		---
Available for 1971 Program..............................		14,086,831
Utilization:		
Bureau of Land Management:		
Planning, reconnaissance.............	$ 232,000	
Acquisition..........................	1,007,143	
Recreation construction..............	974,975	
		2,214,118
Federal Highway Administration:		
Surveys..............................	350,000	
Road construction....................	7,992,380	
		8,342,380
Forest Service:		
Construction or roads................	2,969,307	
Recreation construction..............	561,026	
		3,530,333
		$14,086,831

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1971

Road System	Project Name	Miles	Type	Cost Estimate
Nestucca	Nestucca River Road	1	Gr. & Sur.	$ 122,000
McKenzie	Martin Ridge	7	Gr. & Sur.	850,000
McKenzie	Horn Butte	6	Grading	258,000
Rock Creek	Bob Butte	1	Gr.Sur,& Bridge	567,000
Galice	Galice Creek	10	Grading	3,270,000
Glendale	Dads Creek	1	Gr. & Bridge	150,000
Sitkum	Weaver Road	5	Surfacing	350,000
Camp Creek	Camp Creek	-	Slide Removal	150,000
		31		

Rock Production	1,589,380
Bridges & Culverts	686,000
Total Road Construction Program, BLM Lands	7,992,380
Road and Easement Acquisition	1,007,143
Survey and Design	350,000
Planning and Reconnaissance	232,000
Total, FY 1971 Obligation Program (includes carryover funds)	$9,581,523

DETAIL OF RECREATION CONSTRUCTION PROGRAM, BLM LANDS, FY 1971

Project	County	FY 1971 Cost Estimate	FY 1971 Family Units	Output Visitor Days
Alsea Falls	Benton	$ 140,000	37	40,000
Shotgun	Lane	331,500	27	35,000
Wildwood	Clackamas	420,000	Group Day use Shelters (equivalent to 110 family units.)	90,000
Rogue River	Josephine	20,000	Foot bridges for Rogue River Trail.	---
Kenny Meadows	Jackson	2,600	Roadside stop.	2,000
Pollution Control at 8 Individual Sites		16,700	6 water developments, 4 vault toilets as replacement items.	---
		$ 930,800	174 Equivalent units	167,000

In addition to the funds identified above the remaining sum of $44,175 is to be utilized for survey and design, recreation inventory and analysis and coordination and planning for future recreational demands in Western Oregon.

The Wildwood project is a FY 1970 deferred project which has been rescheduled for FY 1971.

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1972 Program
Construction and Acquisition

Availablity:		
Unobligated balance, beginning of FY 1971		$ ---
Estimated warranted authorization, FY 1971		10,620,000
Less: Unobligated balance, end of FY 1971		---
Available for FY 1971 program		$ 10,620,000
Utilization:		
Bureau of Land Management:		
Planning, reconnaissance	$ 250,000	
Acquisition	550,000	
Recreation construction	950,000	
		1,750,000
Federal Highway Administration:		
Surveys	300,000	
Construction of roads	6,044,000	
		6,344,000
Forest Service:		
Construction of roads	2,080,000	
Recreation construction	446,000	
		2,526,000
Total 1972 program		$ 10,620,000

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LAND, FY 1972

Road System	Project Name	Miles	Type	Cost Estimate
Crabtree	North Shore	6	Grading	$ 425,000
Mohawk	Bowley Creek	2	Gr. & Sur.	150,000
Lake Creek	Deadrock	2	Grading	100,000
McKenzie	Gale Creek	5	Grading	206,000
McKenzie	Johnson Creek	5	Grading	200,000
Lake Creek	Main Fork Bear Creek	8	Grading	350,000
McKenzie	McKenzie Bear Creek	6	Grading	200,000
Lake Creek	South Fork Bear Creek	3	Grading	150,000
Cow Creek	Berry Creek	7	Gr. & Bridge	300,000
Glendale	Bobby Creek	5	Gr. Sur.& Bridge	860,000
Glendale	Cow Creek	8	Gr. Sur.& Bridge	617,000
Blue Ridge	Blue Ridge	18	Grading	588,000
Elk Creek	Elk Creek	7	Bridge & Sur.	100,000
		82		

Rock Production	1,287,000
Bridges and Culverts	511,000
Total Road Construction Program BLM Lands	6,044,000
Road and Easement Acquisition	550,000
Survey and Design	300,000
Planning and Reconnaissance	250,000
Total, FY 1972 Obligation Program (BLM)	$ 7,144,000

DETAIL OF RECREATION CONSTRUCTION PROGRAM BLM LAND, FY 1972

Project	County	Cost Estimate	Family Units	Outputs Visitor Days
Swiftwater	Douglas	$ 446,000	75	45,000
Hyatt Lake	Jackson	308,000	52	42,000
		$ 754,000	127	87,000

The remaining sum of $196,000 is to be used for survey and design, recreation inventory and analysis and coordination and planning for future recreational demands in Western Oregon.

2. Forest Development, Protection, and Management - Analysis of FY 1971 and FY 1972 Funding by Subactivity and Agency

Subactivity	FY 1971 NBA Estimate	FY 1970 Carryover Funds Used in FY 1971 Program	FY 1971 Obligation Program	FY 1972 NBA Estimate	FY 1971 Carryover Funds Used in FY 1972 Program	FY 1972 Obligation Program	Change in NBA FY 1971 to FY 1972
(a) Forest Protection (All Bureau of Land Management)........	$ 839,000	$ 124,484	$ 963,484	$ 950,000	---	$ 950,000	$+ 111,000
(b) Forest Development.	1,937,000	4,352	1,941,352	2,041,000	---	2,041,000	+ 104,000
1. Bureau of Land Management.......	(1,829,380)	(620)	(1,829,620)	(1,930,000)	---	(1,930,000)	(101,000)
2. Forest Service...	(108,000)	(3,732)	(111,732)	(111,000)	---	(111,000)	(3,000)
(c) Forest Management (All Bureau of Land Management)........	2,553,000	52,905	2,605,905	2,606,000	---	2,606,000	+ 53,000
Total.............	5,329,000	181,741	5,510,741	5,597,000	---	5,597,000	+ 268,000

3. Operation and Maintenance - Analysis of FY 1971 and FY 1972 Funding by Subactivity

Subactivity	FY 1971 NBA Estimate	FY 1970 Carryover Funds Used in FY 1971 Program	FY 1971 Obligation Program	FY 1972 NBA Estimate	FY 1971 Carryover Funds Used in FY 1972 Program	FY 1972 Obligation Program	Change in NBA FY 1971 to FY 1972
(a) Roads.............	$2,190,000	$ 79,103	$2,269,103	$2,463,000	---	$2,463,000	$+ 273,000
(b) Recreation Facilities.........	276,000	4,212	280,212	320,000	---	320,000	+ 44,000
Total.............	2,466,000	83,315	2,549,315	2,783,000	---	2,783,000	+ 317,000

(2) Forest Development, Protection and Management $ 5,597,000

The FY 1972 estimate of $5,597,000 is an increase of $268,000 over FY 1971 exclusive of carryover funds. The program provides for the protection of Western Oregon forests, reforestation and rehabilitation practices, timber stand improvement and a variety of forest management functions oriented toward the orderly harvest of timber crops.

(a) Forest Protection - $950,000

The estimate of $950,000 is an increase of $111,000 over the FY 1971 amount exclusive of carryover funds. BLM contracts for fire protection on approximately 2.4 million acres of O&C and public domain forest lands in western Oregon. These contracts are negotiated with the State of Oregon, the Forest Service and Clackamas County on a rate per acre which reflects each agency's costs for fire suppression and fire prevention in past years. Increases reflect operating costs which can be anticipated for FY 1972 protection contracts. The Bureau will also continue to contribute to presuppression and control measures through the removal of snags, slash disposal, fire-break construction, fire law enforcement and fire investigations on Bureau administered lands.

(b) Forest Development - $2,041,000

The estimate of $2,041,000 represents an increase of $104,000 over the FY 1971 amount, exclusive of carryover funds. BLM programs account for $101,000 of this increase with the balance of $3,000 attributable to Forest Service development work.

Bureau of Land Management

The purpose of this program is to insure maximum timber production which is reflected in the level of the annual allowable cut. This is accomplished in part by pre-commercial thinning which involves the removal of trees from immature, overstocked stands of timber. This practice gives the residual trees more room for growth and development and will produce commercial sized timber in a shorter period of time with more useable wood volume than would otherwise be realized.

Site and stand improvement, stand conversion, reforestation, and genetic improvement are also part of this program. These practices are all conducive to bring denuded forest lands with little or no natural regeneration or unproductive hardwood stands into full timber production. Site treatment involves the removal of brush and other obstacles from potential timber producing sites to permit planting of desireable tree species. Genetic improvement of commercial tree species helps provide superior seed and planting stock. These practices together with commercial thinning and mortality salvage operations make up the Bureau's western Oregon intensified forest management program. Through study and analysis, each practice has been found to be both environmentally and economically feasible. The best possible combination or mix of practices is determined through computerization which also permits allowable cut projections far into the future based on varying levels of intensity and mix of development practices.

Increases in the BLM's forest development program will provide an additional 200 acres of tree planting at a cost of $7,000 and 760 acres of stand improvement at a cost of $26,000. The balance of $68,000 will be used to support operations in conjunction with the genetic improvement of commercial tree species. Work on this portion of the forest development program will include the collection of genetically superior sources of seed and expand operations at the two Bureau seed orchards in Western Oregon.

Forest Service

The Forest Service program of $111,000 is included in the forest development total of $2,041,000. The FY 1972 program is an increase of $3,000 from FY 1971. The funds are used for reforestation and stand improvement work on O&C lands under Forest Service jurisdiction.

(c) Forest Management - $2,606,000

The estimate of $2,606,000 is an increase of $53,000 over the amount available in FY 1971 exclusive of carryover funds. The increase is necessary to maintain a level forestry program in a situation of rising management costs. This program when combined with Forest Management, Western Oregon in the Management of Lands and Resources Appropriation, provides for the layout, measurement, appraisal, sale and administration of the total allowable cut in western Oregon. This cut is determined from periodic inventories which are correlated with the principles of multiple-use to develop a sustained yield timber harvest. The increase in budget authority is required to offset pay raises enacted for prior years, which heretofore were partially offset with carryover funds.

3. Operation and Maintenance $ 2,783,000

The amount of $2,783,000 is an increase of $317,000 over the amount available for FY 1971, exclusive of carryover funds. It is to provide adequate maintenance of access roads and recreation facilities on Bureau lands in western Oregon.

(a) Roads - $2,463,000

The amount of $2,463,000 is an increase of $273,000 over FY 1971 availability exclusive of carryover funds. The total amount coupled with contributed maintenance funds will provide maintenance for some 6,800 miles of timber access roads. Approximately 450 to 500 miles of new road are built annually to develop timber and other resources. These roads must be kept in usable condition to insure an even flow of logs to the mills, particularly during the rainy season when inadequately maintained roads rapidly deteriorate. Washouts are costly both in repair and in the economic loss suffered by the mill operator and the logger.

The increase of $273,000 will allow accomplishment of an additional 100 miles of preventive maintenance. The increase will also be used to offset rising labor and equipment costs and increased costs of brush eradication from roadside due to restrictions on the use of herbicides. Expansion of hydromulching activities on road cuts and fills is included in order to protect road construction from the forces of erosion.

(b) Recreation Facilities - $320,000

An amount of $320,000 is an increase of $44,000 over the amount available in FY 1971 exclusive of carryover funds. The O&C areas are near population centers and are receiving more recreation use each year. Visitor days at Western Oregon recreational facilities increased 30% in FY 1969; this trend is expected to continue throughout the 1970 decade. This increasing demand comes largely from the metropolitan areas of California and other surrounding states as well as additional pressure from in-state residents.

Heavy use increases the maintenance effort. This program provides adequate services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe and general repair and maintenance of facilities.

The $44,000 increase will be used to maintain new recreation facilities to be completed in FY 1971, to meet increasing use pressure at established campgrounds and to up-grade sites where pollution poses a threat to the local environment and public health.

Personnel Summary

Bureau of Land Management	1970 Actual	1971 Estimate	1972 Estimate
Total number of permanent positions	353	366	366
Full-time equivalent of other positions........................	33	33	33
Average number of all employees....	371	384	384
Average GS grade...................	8.9	8.9	8.9
Average GS salary..................	$11,708	$11,637	$11,637
Average salary of ungraded positions........................	$ 9,010	$ 9,048	$ 9,048

Allocation Accounts	1970 Actual	1971 Estimate	1972 Estimate
Total number of permanent positions	125	125	125
Full-time equivalent of other positions........................	24	26	26
Average number of all employees....	129	131	131
Average GS grade...................	7.7	7.8	7.8
Average GS salary..................	$10,314	$10,553	$10,681
Average salary of ungraded positions........................	$ 8,415	$ 8,523	$ 8,523

ITEMIZATION OF ESTIMATE

Oregon and California Grant Land (receipt limitation)

	Actual 1970	Estimate 1971	Estimate 1982	Increase (+) Decrease (-)
Program and Financing:				
Total obligations.....	$20,400,236	$22,146,887	$19,000,000	$-3,146,887
Unobligated balance available, start of year.................	-9,654,091	-4,146,887	---	+4,146,887
Unobligated balance available, end of year.................	4,146,887	---	---	---
Appropriation..........	14,893,032	18,000,000	19,000,000	$+1,000,000
Obligations by Objects:				
11.0 Personnel compensation............	5,260,000	5,520,000	5,520,000	---
12.1 Personnel benefits: Civilian employees.......	275,000	299,000	299,000	---
21.0 Travel and transportation of persons...........	280,000	286,000	286,000	---
22.0 Transportation of things............	260,000	275,000	275,000	---
23.0 Rent, communications, and utilities.........	90,000	96,000	96,000	---
24.0 Printing and reproduction......	7,000	9,000	9,000	---
25.0 Other services....	3,022,236	3,264,887	3,275,000	+ 10,113
26.0 Supplies and materials.........	375,000	385,000	385,000	---
31.0 Equipment.........	45,000	89,000	87,000	- 2,000
32.0 Lands and structures........	10,778,000	11,915,000	8,760,000	-3,155,000
42.0 Insurance claims and indemnities...	8,000	8,000	8,000	---
Total obligations......	$20,400,236	22,146,887	19,000,000	-3,146,887

RANGE IMPROVEMENTS

JUSTIFICATION

Range Improvements $ 2,514,000

Appropraiton 1970	Appropriation 1971	Estimate 1972	Increase (+) Decrease (-)
$1,769,466	$1,795,000	$2,514,000	$+719,000

Range Improvements, an annual, idefinite appropriation, is derived from the Range Improvement Fund established by law (43 U.S.C. 315). Included also are receipts from Bankhead-Jones Farm Tenant Act lands transferred from the Department of Agriculture by various Executive Orders. The increase for 1972 results from the increase in grazing fees for the grazing year beginning on March 1, 1971, a portion of which is designated in the Act as the Range Improvement Fee.

The objective of this program is to support range management on deteriorated and declining range lands to restore and sustain forage production and complement the watershed treatment and wildlife habitat improvement programs. Lands valuable for forage production are usually also valuable upland watersheds and important wildlife winter ranges or habitat areas.

Program of Continuing Work: In FY 1972, the plan of work includes the construction of 602 miles of fence, 497 water developments and maintenance of existing range improvements. These added improvements will aid implementation of multiple-use management plans for lands which are important for forage production, watersheds, and wildlife habitat. Land improvements resulting from this increase will provide additional forage for livestock and wildlife. Continued effort is planned for maintenance of the existing range improvements.

Personnel Summary	1970 actual	1971 estimate	1972 estimate
Total number of permanent positions	46	46	46
Full-time equivalent of other positions	29	29	29
Average number of all employees	71	72	72
Average GS grade	8.9	8.9	8.9
Average GS salary	$11,708	$11,637	$11,637
Average salary of ungraded positions	$ 9,010	$ 9,048	$ 9,048

ITEMIZATION OF ESTIMATE

Range Improvement (receipt limitation)

	Actual 1970	Estimate 1971	Estimate 1972	Increase (+) Decrease (-)
Program and Financing:				
Total obligations.........	$1,789,638	$1,795,000	$2,742,771	$+ 947,771
Unobligated balance available, start of year.....................	- 248,943	- 228,771	- 228,771	---
Unobligated balance available, end of year.....................	228,771	228,771	---	- 228,771
Appropriation.............	1,769,466	1,795,000	2,514,000	+ 719,000
Obligations by Objects:				
11.0 Personnel compensation...............	677,000	677,000	677,000	---
12.0 Personnel benefits: Civilian employees...	44,000	46,000	44,000	- 2,000
21.0 Travel and transportation of persons....	38,000	40,000	40,000	---
22.0 Transportation of things...............	76,000	76,000	76,000	---
23.0 Rent, communications and utilities........	22,000	22,000	22,000	---
25.0 Other services.......	676,638	674,000	1,417,771	+ 743,771
26.0 Supplies and materials............	245,000	245,000	451,000	+ 206,000
31.0 Equipment............	12,000	15,000	15,000	---
Total Obligations..........	$1,789,638	$1,795,000	$2,742,771	$+ 947,771

Administrative Provisions

Authorization is requested to acquire one additional aircraft by transfer from another agency's surplus. This request was made in FY 1969 but a suitable aircraft was not available.

This aircraft, a Convair 340 or equivalent, will be used at the Boise Interagency Fire Center, Boise, Idaho, for the hauling of air cargo, paracargo, and personnel, and use on airfields too small for larger transport aircraft. It will serve as a replacement to a DC-3 aircraft we are presently leasing. The DC-3's were designed in the early 1930's and almost no change has been made from the original model. Each year we have received only 1 or 2 responses to bid invitations and those offered have not been in the best condition. We have had marked difficulty in obtaining parts and proper maintenance which together with performance limitations makes it difficult to meet acceptable safety standards.

Replacement aircraft to be acquired:

Number	1
Cost	$ -0-

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Denver Federal Cen
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Denver, CO 80225-0047

Form 1279-3
(June 1984)

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